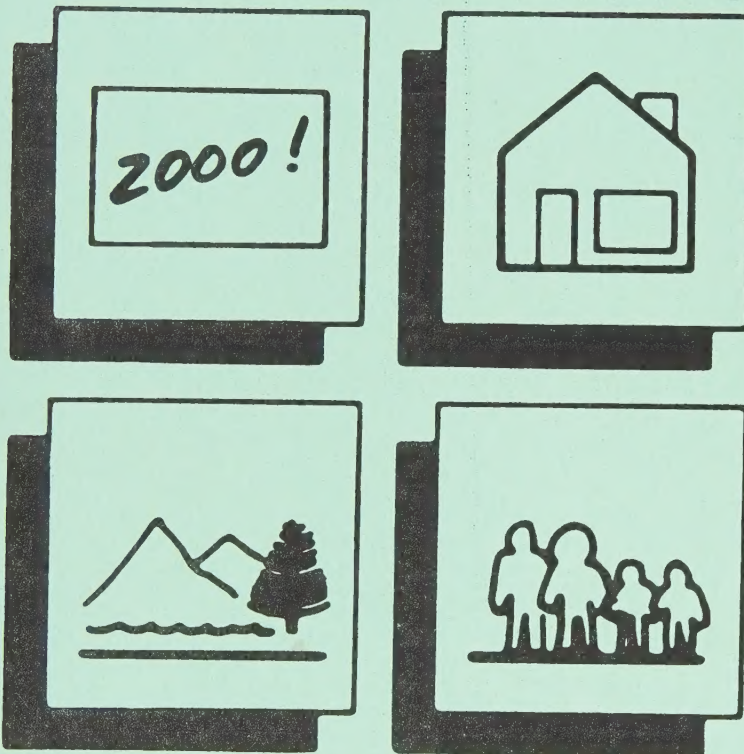


## City of San Rafael



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# General Plan 2000

Reprint with Amendments July, 1996





**City of  
San Rafael  
General Plan  
2000**



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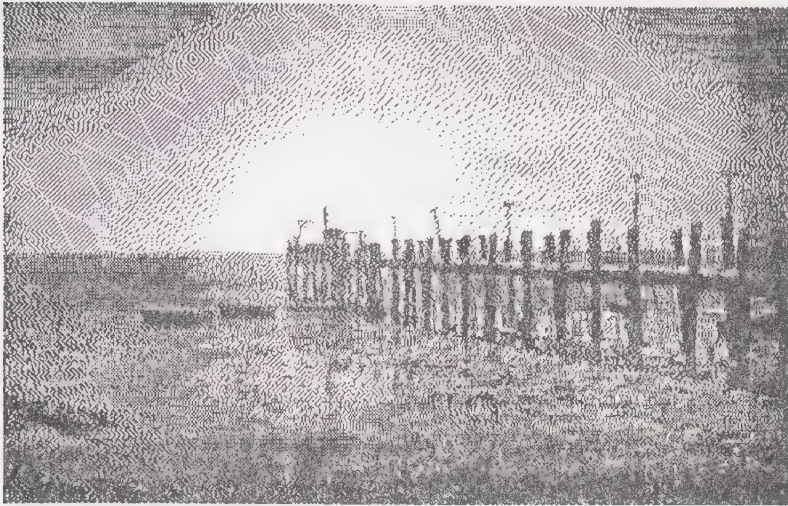
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# INTRODUCTION





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## INTRODUCTION

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*"Make no little plans: little plans have no magic to stir men's blood. Make big plans, aim high in hope and work."*

*Daniel Hudson Burnham, 1927*

### INTRODUCTION

Like all cities and counties in California, San Rafael is required to prepare and adopt a general plan. The California Government Code, in fact, defines rather specifically the purpose and content of general plans. However, even if it were not required, a plan for San Rafael's future simply makes good sense.

A plan is necessary to define the goals of the citizens of San Rafael regarding the place where they live or work. A plan is also necessary to identify the unique natural resources of the San Rafael area and to assure that these features are protected and enhanced as we continue to grow and develop. Additionally, a plan is necessary to assure that tax money is generated and properly spent to provide the high levels of public services the citizens of San Rafael expect.

The new General Plan addresses these issues and responds to the many changed conditions in the region, county and city since the majority of the City's existing general plan was adopted in 1974. During the past 12 years, the City's and County's success in securing open space and growth as employment centers, which affect traffic congestion and the jobs to housing balance in the City, have become major determinants of the type of community we have and the quality of life we experience. With all of these factors in mind, the City Council decided that the City's General Plan should undergo a complete revision in order to remain relevant as a comprehensive guide to future growth and development.

The City did not start this effort from scratch. Adoption of the existing San Rafael General Plan in 1974 evolved from extensive participation by local residents. The 1974 Plan established overall goals for development and natural resource protection. The City's open space program, for example, which has been very successful in preserving significant hillsides, ridgelines and other natural areas, evolved directly from the existing General Plan. The City has also continued an active planning effort over the last 12 years that has focused on specific issues and needs. Examples include the recently adopted Housing and Recreation Elements and the preparation of specific neighborhood plans (Gerstle Park Neighborhood Plan in 1979; Neighborhood 13/14 Plan in 1980; Peacock Gap Neighborhood Plan in 1980; Northgate Activity Center Plan in 1982; and the Draft East San Rafael Neighborhood Plan) and numerous other studies that have kept the City's planning activities responsive to many local needs. Now, the entire general plan has been revised to incorporate the information and policies from these documents and to respond to changing issues of city-wide concern.

## STATE LAW REQUIREMENTS

State law requires that a general plan be an integrated, internally consistent document that includes extensive background data supporting the proposed objectives, policies, standards and actions of the plan. Subject areas that must be covered are land use, circulation, housing, safety, open space, conservation and noise. Specifically, Government Code §65300, §65300.5 and §65302 state:

Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning. Chartered cities shall adopt general plans which contain the mandatory elements specified in Section 65302.

In construing the provisions of this article, the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency.

The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The plan shall include the following elements:

- (a) A land use element . . . .
- (b) A circulation element . . . .
- (c) A housing element . . . .
- (d) A conservation element . . . .
- (e) An open space element . . . .
- (f) A noise element . . . .
- (g) A safety element . . . .

In addition to the mandatory elements, the code permits local agencies to adopt optional elements such as San Rafael's Recreation Element to reflect and accommodate local conditions and circumstances. In §65302.1 state law deals further with the matter of local conditions, stating:

The general plan shall address each of the elements specified in Section 65302 to the extent that the subject of the element exists in the planning area. The degree of specificity and level of detail of the discussion of each such element shall reflect local conditions and circumstances. . .

To assist local governments in meeting these responsibilities, Government Code §65040.2 directs the Office of Planning and Research (OPR) to adopt and periodically revise guidelines for the preparation and content of local general plans. The Guidelines are advisory only. Yet, as the only official document interpreting and explaining the requirements of California planning law, the Guidelines establish standards for assessing the adequacy of local general plans. State law, court decisions and the Guidelines place



extreme importance on consistency of the plan elements and the direct correlation between the data collected and policies formulated. In this respect, the new General Plan includes the following parts:

**Goals and Policies:** Goals, policies, plan proposals and standards have been developed for issues identified in state law which are relevant to the City.

**Implementing Programs:** Specific actions have been identified that the City will try to undertake to implement the Plan. For example, zoning must be consistent with the land use designations in the Plan; therefore, a comprehensive rezoning effort must occur following the Plan's adoption to bring the two into conformance with each other. The Plan will also need to be updated periodically to remain relevant as a policy document.

**Background Data:** Information has been collected, analyzed and documented on specific subjects to provide a basis for selected policies.

The **San Rafael General Plan 2000** contains the seven required General Plan elements plus an optional Recreation Element. Adoption of the revised plan will supersede all previous General Plan documents and related plans, although existing neighborhood plans will still be used to provide detailed policies and standards for those neighborhoods. These plans include:

1. Northgate Activity Center Plan
2. Neighborhood 13/14 Plan
3. Gerstle Park Neighborhood Plan
4. Peacock Gap Neighborhood Plan

The Draft East San Rafael Neighborhood Plan, which is expected to be released soon after adoption of the revised General Plan, will provide more detailed policies and standards for the East San Rafael neighborhood. Other neighborhood plans to be prepared as follow-up actions to the General Plan will be needed as well. Future neighborhood plans are proposed to include: Downtown; Lincoln Avenue Corridor; the Montecito area; and, if necessary, revisions to the Northgate Activity Center Plan.

In addition to the requirements of California Planning and Zoning Law, the provisions of the California Environmental Quality Act (CEQA) are also applicable to the preparation and adoption of a general plan. Recognizing that the General Plan is necessarily "generalized", the General Plan EIR is intended to function as a base-line environmental document or Master EIR for the City. Master EIRs are used to evaluate the need for further environmental analysis for individual public and private projects. Further, the EIR includes an analysis of cumulative impacts (traffic, noise, air quality, water quality, etc.), thereby limiting the need for EIRs for public and private projects that are consistent with the Plan. The EIR has been undertaken concurrently with the General Plan revision to save time and to provide better analysis of interrelated issues and policy choices.

## HOW THE PLAN IS ORGANIZED

The overall objective of the Draft General Plan format is to make it manageable and useful to all its readers and still contain all necessary information and policies. To accomplish this objective, the plan is structured around six separate, but highly interrelated, sections. Each section, as discussed below, is intended to convey a different level of information depending on what the reader wants to know.

Section I	Introduction
Section II	Plan Summary
Section III	Goals and Policies
Section IV	Objectives and Implementing Programs
Section V	Background Basis for the Plan
Section VI	Appendices

- I. **Introduction:** A brief overview of the purpose and use of the General Plan, how it is structured and how it was prepared. This section also contains a summary of public comments from the community survey and workshops.
- II. **Plan Summary:** The Plan Summary is a brief account of the major goals, policies and implementation strategies of the plan. It is intended to provide a brief and readily accessible policy overview regarding future growth and development in San Rafael.
- III. **Goals and Policies:** The California Planning and Zoning Law places particular emphasis on the fact that the General Plan, elements and parts thereof must comprise an integrated, internally consistent, and compatible statement of policies. All of the elements are interrelated to some degree. However, to better assure internal consistency within the plan, the plan elements have been functionally grouped as follows:

1. **Community Development Element**

- a. Land Use (required)
- b. Circulation (required)
- c. Housing (required)
- d. Recreation (optional)

2. **Natural Environment Element**

- a. Open Space (required)
- b. Conservation (required)

3. **Health and Safety Element**

- a. Safety (required)
- b. Noise (required)

**Community Development Element.** Generally, the Community Development Element represents the built features of the community. Goals and policies regarding where, how, and generally when residential, commercial, office, industrial, recreational, or institutional activities take place are established in the Community Development Element. It also addresses the interrelationship between land use and circulation and sets forth recommendations regarding the need for and location and general scheduling of different types of transportation improvements.

**Natural Environment Element.** The Natural Environment Element discusses the diverse natural resources of the San Rafael Planning Area. It focuses on the obvious interrelationship between the built environment and natural environment and establishes goals and policies intended to recognize and protect the natural environment as future growth and development occurs.

**Health and Safety Element.** The Health and Safety Element addresses natural and man made hazards which must be considered in conjunction with future growth and development. Goals and policies are intended to recognize these factors in order to assure a safe and healthy community.

**Policies for Specific Areas.** Includes policies for sub-areas of the City that more fully address some of the important planning issues in those areas. These areas include: Residential Neighborhoods (such as Gerstle Park, Peacock Gap, etc.); St. Vincent's/Silveira; Northgate Activity Center; Downtown; East San Rafael; Francisco Boulevard West; and the San Rafael Canal, Bayfront and Marin Islands.

- IV. **Implementing Program Priorities:** Implementing programs are designed to be updated annually based on budget constraints and priorities. The intent is to keep the plan a "living" document that responds to current conditions and needs. To make sure this can be achieved, implementing programs are categorized into priorities.



The California Government Code requires that some of the elements include time-sequenced programs and actions to achieve the plan's goals. Having all of these programs in a separate section of the plan will allow easy update of the plan's programs and will: (1) underscore those actions the City is committed to undertaking after the plan's adoption; (2) assure cohesive decisions concerning the City's Capital Improvement Program (CIP) and budget; (3) provide greater assurance for businesses, developers and the community concerning future plans and improvements; and (4) identify both short-term and long-term solutions consistent with future development needs.

- V. **Background Basis for the Plan:** As contrasted to the previous sections dealing primarily with policy direction, this is the detailed technical background part of the General Plan. The background section provides a complete review of the State Government Code requirements, data, inventories, projections, and other information related to the San Rafael Planning Area. Further, this section presents and interprets the technical analysis to provide a basis for policy formulation contained in the Goals and Policies and Objectives and Implementing Programs sections.
- VI. **Appendices:** Included in a separate document are technical background information, selected bibliography, traffic allocations for Northgate, East San Rafael and Francisco Boulevard West, etc. Other documents also available include the reports on the community survey, workshops and economics.

## HOW TO USE THE PLAN

The General Plan's intent for the future of the City and development, both public and private, in the San Rafael Planning Area is expressed in three ways. The first is in the form of statements of goals sought by the community. **Goals** are the ideals we strive for, or the desired state of things. The second, and more specific aspect of the General Plan, are policy statements (including standards, where necessary). **Policies** establish a recognized community position on a particular issue or subject. Plan policies are set forth both as written statements and as policy maps. These are complimentary; the written policies set forth the basic approach to be taken while the policy maps show the intended spatial application of the written policies. As mentioned, the policy recommendations are contained in the Goals and Policies section of each element.

The third and most dynamic part of the General Plan are implementing programs. **Programs** are specific actions that the City or other specific entities intend to implement to achieve policies and move closer to the community's goals.

All of the programs to be implemented in the General Plan will require some type of follow-up actions; either further study, ordinance adoption, special funding consideration or other public review. The details concerning each program should be evaluated at that time. The General Plan recommends the preparation of an **Annual Report** on the General Plan, to be prepared in January of each year. The Annual Report will evaluate General Plan programs to establish each year's work priorities. More detailed decisions can then be evaluated within this overall framework.

The majority of the decisions made by the City each year will relate in some way to the City's General Plan. The Government Code mandates specific uses of the plan and requires "findings of approval" to assure that day-to-day City actions are consistent with the goals and policies of the City's General Plan. For example, all zoning, subdivision, land use approvals, public works projects and the City's Capital Improvement Program (CIP) must be found consistent with the entire General Plan. The plan can, and should, provide priorities for the provision of City services and establish expectations and security for the business and residential sectors of the community regarding the City's future.

## HOW THE PLAN WAS PREPARED

Since December, 1985, the City of San Rafael has been revising and updating the General Plan. The process for preparing the Draft General Plan and the eventual adoption of the revised plan by the City Council can be simplified into a sequence of seven steps, as follows:

1. Data Collection and Analysis
2. Community Workshops and Survey
3. Preparation of Background Reports on Health and Safety, Natural Environment and Community Development
4. Community Review and City Council and Planning Commission Determination of Basic Goals and Policy Direction for the Plan
5. Preparation of the Draft Plan and EIR
6. Public Distribution and Review of the Draft Plan and EIR
7. Public Hearings and Certification of the EIR and Adoption of the Plan

Early public participation in the plan's revision has been an essential part of the work effort. The purpose has been to facilitate public involvement and community consensus-building on important issues. Besides the distribution of information, notices and newsletters, the revision process has relied heavily on surveys and public workshops to identify issues and to establish goals and basic policy direction for the plan. During the revision process over 2,600 people have been included on the General Plan mailing list.

The Draft General Plan has also been based on inter-jurisdictional cooperation and assistance to the fullest extent possible. Through noticing, interviews and the review of draft documents, the work has been coordinated with the Marin County Planning and Public Works Departments, Golden Gate Bridge Highway and Transportation District, Central Marin Sanitation Agency, Las Gallinas Valley Sanitary District, Marin Municipal Water District, San Rafael Elementary School District, Dixie School District, San Rafael High School District, Marinwood Fire Department, PG&E, LAFCO, the Highway 101 Corridor Plan and Program and other local public agencies. Coordination and comments have also been sought from local groups (Chamber of Commerce, homeowners' associations, major property owners, etc.), residents living in the unincorporated portions of San Rafael's Planning Area, and the adjacent cities of Novato, San Anselmo, Ross and Larkspur. On a broader scale, the General Plan revision has been coordinated with regional, state and federal agencies.

## SUMMARY OF COMMUNITY WORKSHOP COMMENTS

Three community workshops were held early in the revision process to give the public (both residents and businesses) an opportunity to identify and discuss the issues and become more knowledgeable about the General Plan revision process. The workshops were also helpful in identifying questions appropriate for the community opinion survey. The workshops were held on different occasions and at different places to maximize public attendance. A total of 150 people participated in the workshops. Results of the workshops are available in a complete report entitled **Community Workshop Report**, prepared by Moore, Iacofano, Goltsman. At the workshops all participants were asked to write down what they considered to be San Rafael's assets and liabilities. Below is a summary:

### Top Five Assets of San Rafael:

- The natural environment (such as views, open space, wetlands etc.)
- Identity of the community (sense of community, historical heritage, diversity)
- Community services (cultural activities, schools, fire, police & public works)
- Location (county hub, proximity to San Francisco, close to open space)
- Downtown (attractive, urban center, "small town atmosphere")



### **Top Five Liabilities of San Rafael:**

- Traffic congestion
- Transportation access (such as access between Downtown and Terra Linda, poor circulation patterns, etc.)
- Development (development on hill tops, sprawl)
- Environmental damage (noise, loss of wetlands, pollution)
- Housing (lack of low cost housing)

## **SUMMARY OF COMMUNITY SURVEY RESULTS**

Several types of surveys have been used by the City during the General Plan revision. These include: (1) a newspaper survey to elicit community comments on noise problems in San Rafael (275 responses); (2) telephone surveys to gather data on where people live, work and shop and what type of transportation they use to get there; and, (3) a stratified opinion survey, administered by the consulting firm of Moore, Iacofano, Goltsman, to a sample of community residents and businesses to solicit opinions on important issues (600 residents and over 100 businesses were surveyed).

The opinion survey has provided broad based policy direction from the community on important issues, especially from people who might not attend workshops or meetings. It has also provided balanced representation of residents and businesses throughout the community. The survey was administered to a stratified sample of residents and businesses through face-to-face interviews. The results provide a statistically valid sample size and balanced representation throughout the community (such as owners/renters; various neighborhoods; males/females; various types of businesses; etc.).

Results of the community opinion survey are available in the Community Survey Report, prepared by Moore, Iacofano, Goltsman. A brief overview of some of the major findings of the survey follows. For the most part, results from both the resident and business surveys parallel each other.

### **Community Assets and Liabilities**

- Assets and liabilities identified in the survey are comparable to those identified in the community workshop series, with "natural environment" emerging as the top asset, and "traffic congestion" as the number one liability. Other major assets in rank order were: geographical location; community identity; community services; and retail services. Other major liabilities were: transportation access; development; and parking.
- The "most favorite places" identified by survey respondents, in rank order, were: Marin Civic Center; Downtown; and Gerstle Park.
- Major community "issues" identified by survey respondents, in rank order, were: traffic management; growth management; transportation access; and affordable housing.

### **Transportation**

- The survey posed four different questions concerning transportation issues: (1) how people would rate different solutions to the traffic congestion problem; (2) how often people use different means of transportation; (3) how willing people would be to use different means of transportation; and (4) how willing people would be to pay for different transportation improvements.

- Residential respondents rated, in order, highway improvements, commuter rail system, bus transit and flexible work hours as moderately to very effective methods of reducing traffic congestion. Business respondents rated, in order, commuter rail system, highway improvements and city street improvements as moderately to very effective methods. Ferries and high speed water transit and car/van pooling received lower levels of support in both the residential and business sectors.
- In response to the question concerning willingness to use various transportation alternatives, both residents and businesses were most supportive or willing to use a commuter rail system or flexible work hours. They were least willing to use car or van pooling as a transportation option.
- In general, the willingness to pay for various transportation improvements correlated well with those measures people felt would be most effective in reducing traffic congestion. Respondents are most willing to pay for highway improvements, city street improvements, commuter rail system and bus transit.
- The least support among residents and businesses was for paying for car/van pools, incentives for employers to give flexible work hours and ferries/high speed water transit.

### **Community Services and Facilities**

- In general, survey respondents are satisfied with existing levels of City services.
- Drainage and flood protection is high on the list of desired City service improvements along with street maintenance, child care, libraries and parks. A willingness to pay for improvements in each of these areas was also indicated.
- Respondents expressed a strong desire and a willingness to pay for youth-oriented programs in the areas of employment, recreation and entertainment.

### **Housing**

- Affordable housing was rated one of the major issues facing the community in the resident and business survey.
- In both the residential and business survey, the greatest number of respondents indicated moderate to strong support for senior citizen-only housing and rehabilitation of existing housing as ways to improve housing opportunities. There was also support expressed for more ownership housing, requiring a percentage of units in new projects to be affordable and second units. There was minimal support from either the residential or business community for greater housing density throughout the City.

### **Open Space**

- Respondent opinion on open space issues shows a high degree of willingness to pay for the acquisition of open space, with the highest priority areas being shoreline (bay and canal) open space areas.
- Respondents also showed a high degree of willingness to pay for open space management, including maintenance and upkeep, and police and fire protection of open space lands.

## Downtown

- The things survey respondents most liked about Downtown San Rafael were: shopping facilities; small town atmosphere; variety; and restaurants.
- Among the most disliked things identified by survey respondents were: parking; traffic; transients; and parking meters.
- Some of the suggestions for change and improvement included: parking program; traffic flow; wider selection of shops; beautification; and pedestrian mall.

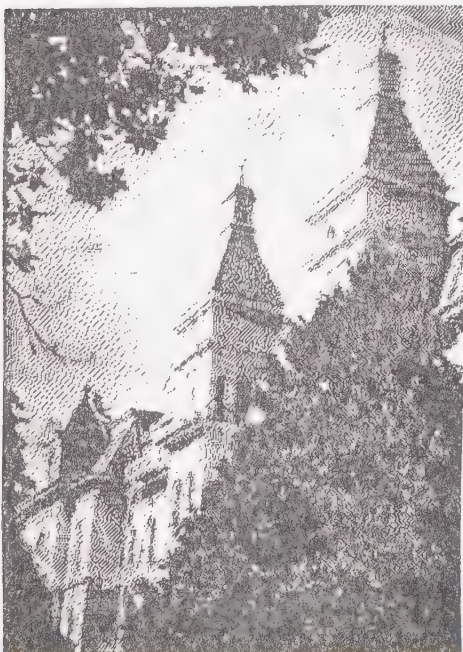
## OUR VISION OF DOWNTOWN SAN RAFAEL

In the spring of 1991, the City of San Rafael began a planning process for Downtown with the intent to involve as many people and local groups as possible in developing a vision for the future of Downtown which reflects the community's values and beliefs. More than 1,000 people participated in the development of *Our Vision of Downtown San Rafael*, and there was enthusiastic support of local merchants, businesses and neighborhood groups.

*Our Vision* was presented and endorsed by the San Rafael Redevelopment Agency and City Council in May 1993. The Vision includes community values which guide the type of change foreseen, economic principles to provide a basis for economic health, and design principles to ensure that new development Downtown will be attractive and in keeping with our hometown character.

To implement the Vision, the City Council appointed two groups, the Downtown Advisor Group and the Downtown Vision Committee. The Downtown Advisor Group presented its recommended General Plan and zoning amendments to the City Council in May 1995. Subsequently, the 1988 General Plan's Downtown policies were replaced with new policies for Downtown based on the values and principles in *Our Vision*, and other General Plan policies were changed so that the changes anticipated Downtown could happen.

The Downtown Vision Committee, formed in 1993, is the implementing committee for the Vision. The Vision Committee has initiated, facilitated, and participated in many different projects, including the Andersen Drive Extension, new street lights, and new street trees.









# **SUMMARY OF THE PLAN**





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## SUMMARY OF THE PLAN

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### INTRODUCTION AND FUTURE ASSUMPTIONS

The revised General Plan is structured much differently from the existing General Plan. This organization is to comply with the technical requirements of State law as well as to provide the background basis for City policy. Because the General Plan will be used by many people, it must clearly indicate to citizens, developers, decision-makers, other agencies and different City departments, what City policies, standards and future actions will be. For these reasons, the policy section of the plan is separate from the background section, and the eight general plan elements are grouped under three major elements: Community Development Element; Natural Environment Element; and Health and Safety Element.

The revised General Plan is an explicit statement of City policies and actions. By its nature it should also provide a certain degree of flexibility when applied to specific projects; although, those instances should be viewed in the context of achieving the City's overall goals and objectives. Below are some of the major planning factors important to San Rafael and the assumptions about them on which anticipated conditions are based.

1. **Limited Land Supply/High Land Prices.** The limited supply of and high demand for land will maintain the very high prices for development sites and existing housing. The ability of people to live in San Rafael will remain restricted as housing costs increase.
2. **Public Funding Capability.** A long-standing City goal has been to meet local service needs and maintain the City's ability to finance public improvements and high quality public services. As a result of past tax initiatives (Propositions 13 and 4) and reduced federal programs benefiting local governments, it is assumed local government will continue to have significantly less funding capability for capital facilities and improvements. Also, given the reduced public funding capability, it is assumed that future costs of growth and development will continue to be increasingly borne by developers and new residents. However, existing residents and businesses who benefit must also contribute a fair share in order for the City to make needed infrastructure and service improvements. This will mean careful consideration and timing of development and creation of innovative ways to assure funding for transportation and other major capital improvements.

3. **Household Characteristics.** There will be a continuing trend toward smaller households although the decrease in average household size is not expected to be as great as the last ten years. ABAG projects a decline from 2.4 persons per household in 1980 to 2.1 persons per household in the year 2000. The number of workers per household will continue to increase but at a slower rate than the past 10 years.
4. **Travel.** There will continue to be increasing employment growth in San Francisco and in Marin County and increasing residential and employment growth in Sonoma County leading to increasing travel demand along the Highway 101 corridor. The City's population will continue to be mobile, with 60-70% working out of the City of San Rafael similar to existing percentages.
5. **Transit Use.** The fatal flaw in many general plans in suburban communities is the built-in assumption that the policies and programs of the plan will have a dramatic effect on transit usage, thereby dramatically reducing traffic volumes. The revised San Rafael General Plan includes a number of ways to improve transit use, but no assumption is made that they will automatically work. The uniqueness of Marin County and the sensitivity of suburban transit users to the quality of service require constant monitoring over time. For instance, data show that transit usage in Marin County has decreased over the last several years despite increasing traffic congestion.
6. **Community Character.** Even though there are a number of planning choices available to the City, there are basic attributes that future planning should protect, including: (a) the high quality and fragile natural environment; (b) the existing suburban character of the community (hub City of Marin but with a small town atmosphere); and (c) the attributes, integrity and design scale of San Rafael's existing residential neighborhoods

## GOALS OF THE PLAN

The following broad goals are established to serve as the basis for more specific policies and implementation strategies.

### Land Use Goals

- LU-A *Strengthen, Preserve and Enhance the Unique Identity and Qualities of the City's Neighborhoods and Activity Centers.*
- LU-B *Allow Economic Growth which Supplies Jobs for Existing and Future Residents and Maintains the City's Ability to Finance Public Improvements and Human Services; and to Guide such Development in Order to Protect Existing Neighborhoods and Natural Resources.*
- LU-C *Maintain Balance and diversity in the Community - - Between Development and Open Space, Jobs and Housing, and Quiet Lower-Density Neighborhoods and More Intensive Residential Areas and Activity Centers.*
- LU-D *Plan Adequate Shopping, Housing, Services, Transportation, Utilities and Public Facilities to Meet Community Needs in a Cost Effective and Timely Manner.*
- LU-E *Require Design Quality to Enhance the Community, Preserve and Improve the Image and Quality of the Existing Commercial Environment, Respect and Protect the Natural Environment and Assure that Future Development is Harmoniously Integrated with the Existing Qualities of the City.*



- LU-F *Enhance Downtown San Rafael as a healthy economic center, the business, financial, cultural and retail center for San Rafael and Main County with a full range of housing, shopping, entertainment and employment activities. Downtown will continue to be the heart and soul of San Rafael, the focal point of our community, and the most important place in Marin County.*
- LU-G *Encourage Cultural, Educational and Recreational Facilities and Activities, Ensuring their Availability to all Segments of the Community.*

## **Circulation Goals**

- C-A *Provide a Balanced and Diversified Transportation System (Roads, Transit, Bicycle, etc.) with Adequate and Safe Circulation Coordinated with the Countywide System.*
- C-B *Maintain Acceptable Local Circulation System Operating Conditions, with a Goal of Achieving LOS C Operating Conditions.*
- C-C *Achieve, through a Cooperative Effort with Regional and County Jurisdictions and Agencies, a High Quality Regional Transportation System. (formerly C-B)*

## **Housing Goals**

- H-A *Encourage Provision of a Habitable Dwelling for Every City Resident, Meet the Housing Needs of all Economic Segments of the Community, including the City's Fair Share of Regional Housing Need, and Promote throughout the Community a Mix of Housing Types Responsive to Household Size, Income, Age and Accessibility Needs.*
- H-B *Protect and Conserve the Existing Housing Stock .*

## **Parks and Recreation Goals**

- R-A *Provide throughout the City an Organized System of Recreation, Park and Open Space Areas and Facilities which Address Recreation Needs and Interests of all Residents, including Diverse Age Groups and Income Groups and the Physically Disabled*
- R-B *Develop, Administer and Maintain City Recreation Park Areas and Facilities so that they may be fully Utilized for the Benefit and Enjoyment of the Public and Encourage Cooperation with Private Agencies, Groups and Individuals and other Public Entities to Maximize Recreational Opportunities for the Citizens of San Rafael.*

## **Natural Environment Goals**

- NE-A *Create and Maintain an Integrated Pattern of Open Space Areas throughout the Planning Area to Serve as Greenbelt Dividers between Urbanized Areas and also to Preserve Baylands, Waterways, Wetlands and Undeveloped Lands as Open Space which are Uniquely Suitable because of Environmental Resource and Aesthetic Value, Health and Safety Concerns or Recreation Value, and to Permit Uses Compatible with these Values.*

*NE-B Achieve and Maintain Clean Air, Water and Land.*

*NE-C Preserve and Enhance the High Quality and Fragile Natural Environment of San Rafael.*

## **Safety Goals**

*S-A Protect the Community by Achieving and Maintaining a Safe, Healthy and Secure Living and Working Environment.*

*S-B Reduce the Potential for Loss of Life, Injury, Damage to Property, Economic and Social Dislocation and Unusual Public Expense due to Natural and Other Hazards.*

*S-C Protect the Community from the Risk of Flood Damage and Minimize Hazards of Soil Erosion, Weak and Expansive Soils, Potentially Hazardous Soils Materials, Geologic Instability, Seismic Activity, Fire Danger and Crime.*

*S-D Ensure that the City, its Citizens and Businesses are Prepared for an Effective Response and Recovery in the Event of Emergencies or Disasters.*

## **Noise Goals**

*N-A Prevent Exposure of Residents and Employees to Unacceptable Noise Levels Based on City Noise Element Standards.*

*N-B Alleviate Existing Noise Exposure Problems where Possible.*

## **Implementation Goal**

*I-A Take an Active Leadership Role in Assuring the Implementation of General Plan Programs and to Encourage Public Review and Participation in all Aspects of the Planning Process and to Maintain and Periodically Revise and Update the City's General Plan as a Current Statement of Community Goals and Policies.*

## **MAJOR POLICY FEATURES OF THE PLAN**

Following is a brief description of some of the major features incorporated into the Draft Plan.

1. **Overall City Character.** Community workshops and survey results have indicated that people like the small town, "personal" character of San Rafael. While people like many of the special qualities of being the urban center of the county, they do not want to lose the sense of community, good traffic circulation or parking, or the city's natural features which establish a high quality of life. Special City assets identified include its open hillsides, bayfront location, and attractive downtown. People have also identified the Canal and Bay frontage as underutilized resources. While residents view residential neighborhoods as having a distinct character and identity, they also identify the need for improved visual and social connections between neighborhoods and different parts of the City. Another major concern is the need for improved design of buildings and areas.

The revised General Plan intends to retain the "small town" character of San Rafael by maintaining the historic design qualities and pedestrian scale and orientation of downtown development and by retaining the existing suburban scale of development elsewhere in San Rafael. The Land Use Plan reinforces the community image of basically lower density neighborhoods surrounding vital activity areas where shopping, services and employment opportunities are available.

2. **Protection of the Natural Environment.** Protection of the Natural Environment continues to be a major focus of the General Plan. Lands of open space value, designated on the Open Space Plan Map, are encouraged to be preserved by public acquisition, specific development review, or other means. Priorities for public acquisition are outlined in the Plan. An Open Space Management Committee will improve management of these lands.
3. **Concern for Public Health and Safety.** The Plan identifies various health and safety hazards which must be considered in planning the location, design, intensity and type of land uses in a given area. Policies address geologic and seismic risk, flooding, hazardous materials, disaster preparedness, fire and crime prevention. Specific noise standards for indoor and outdoor noise are also included to provide a clear basis for evaluating noise impacts and establishing appropriate noise mitigation design.
4. **Jobs/Housing Relationship.** The General Plan seeks to retain the City's diversity and provide housing opportunities for area workers. Between 1970 and 1980 there was a dramatic increase in jobs in the San Rafael Planning Area which was not matched by growth in housing. While San Rafael has historically been a jobs center for Marin County, this trend has intensified over recent years, and San Rafael has also become a jobs center for Sonoma County residents as well. The growth in jobs has and could easily continue to outpace the growth in employed residents. The General Plan proposes to offset the trend toward even more jobs by emphasizing residential land uses on sites which could be suitable for residential or commercial/industrial uses and by encouraging mixed use development in the Downtown area. Timing of development is described under transportation needs.
5. **Transportation Needs.** Maintaining acceptable traffic operations is a primary concern of the Plan. The Plan establishes level of service standards for traffic operations. New development which would decrease traffic levels of service is timed so that needed transportation improvements are under construction prior to construction of such projects. New development also pays traffic mitigation fees for needed improvements. Development intensity is limited in the Plan by local circulation capacity. Some transportation solutions are regional. San Rafael is a centrally located community affected by development trends in several counties. The Plan identifies regional transportation needs and endorses regional funding and cooperation to achieve identified regional improvements. Proposed regional improvements include a transitway on the Northwest Pacific railroad right of way, high occupancy vehicle lanes on Highway 101 and parallel arterial roads.
6. **Projections.** The Plan contains development projections for both jobs and housing. These jobs and housing projections to 1992 and 2000 are based on anticipated market factors, property owner desires, and circulation system or other infrastructure constraints. It is clear that some areas could be developed very quickly but that most areas probably will not be fully developed by the year 2000. While projections provide a useful indicator of anticipated growth, they are not a limit or a guarantee of growth. Development may proceed faster or slower than the projections. In addition to these projections, "holding capacity" numbers are provided and are meant to indicate what the Planning Area's ultimate development potential might be. In most cases that holding capacity would be reached after the year 2000 but numbers are included for reference purposes. These numbers provide a basis for major long range infrastructure project planning.
7. **Economic and Fiscal Goals.** Historically, the economic and fiscal health of the City has not been dependent to a significant degree on a major policy effort on the part of the City. However, with the passage of Proposition 13 and added retail development in other areas of the county, it becomes more important for the City to take a more proactive role. In addition, the age and condition of the City's infrastructure (streets, flood protection, sewers) will create significant maintenance and capital



costs for the City in coming years. All these conditions will make it critical for the City to have an economic plan for the future. Some of the aspects of this plan include:

- a. Downtown regional sales and service emphasis.
  - b. Support for Northgate Regional Shopping Center.
  - c. Development of an auto center.
  - d. Protection and encouragement of high sales tax generating uses.
8. **More Detailed Land Use Designations for Downtown.** The Plan proposes more detailed land uses, including mixed use designations for the Downtown area.
9. **More Detailed Industrial, Commercial, Office and Mixed Use Designations.** The Plan provides more direction and specificity regarding the use and intensity of commercial and industrial development. The Land Use Plan provides several commercial, office, industrial and mixed use designations to identify different types of uses (e.g. neighborhood serving as compared to general retail).
10. **Designation of Public Facilities Sites.** The General Plan sets forth City policy on the location of public facilities. This includes new sites, as well as abandonment of existing sites.
11. **Housing Policies and Programs.** The Plan generally continues to promote the housing policies and programs that were established in the City's 1985 Housing Element. A key aspect of the existing Housing Element is the identification of affordable Housing Opportunity Areas. Given the diminishing availability of developable land, identified housing opportunity areas should: have the potential to deliver sales or rental units at low or below market rate prices or rents; meet specific housing needs (as defined in the City's housing objectives); or be located where the City has opportunities, through ownership, special development review, or other means, to facilitate provision of housing units to meet its housing objectives. Sites include: City owned property, end of Bellam; the former SRSD Plant site; Smith Ranch residential areas; the Silveira and St. Vincent's properties; and certain downtown sites.
12. **Residential Density Standards.** The Land Use Plan identifies five residential density ranges. The lowest density ranges (0.1 to 0.5 and 0.5 to 2.0 units per acre) are proposed in hillside areas and acknowledge the existence of environmentally sensitive conditions, steep slopes, important site features, and community-wide visibility. The Low Density range is based on existing densities in single family areas of San Rafael. The Medium Density range is typical of existing duplex and condominium projects in San Rafael. The top range of 15 to 32 units per gross acre is consistent with prevailing densities in high density areas of the City. The sites proposed for this density range are: (1) centrally located; (2) have good access to community services and transportation; (3) sufficiently flat enough to design for a higher density; (4) compatible with surrounding uses and intensity of development; and (5) have the physical and infrastructure capacity to hold a dense development.

Generally, densities in developed residential neighborhoods remain the same. A major intent of the Plan is to protect existing developed neighborhoods. Higher density residential uses will continue to be encouraged in Downtown, the Lincoln Avenue corridor and East San Rafael. High density zoning is retained in the Montecito area. Higher residential densities are also proposed on the St. Vincent's/Silveira sites and in portions of Northgate East.

In any density designation, maximum densities are not guaranteed. Density of residential development on any site must respond to site resources and constraints, potentially hazardous conditions, traffic and access, adequacy of infrastructure, City Design policies and development patterns and prevailing densities of adjacent developed areas.



13. **Comprehensive Approach to Urban Design.** The General Plan provides overview policies concerning urban design, and recommends that specific urban design guidelines be developed for specific areas. In some cases interim guidelines are included in the General Plan until more detailed design plans are completed. The design emphasis enhances opportunities that exist, such as San Rafael's bayfront location, and helps establish an overall design approach for specific areas to improve the long-term economic viability of individual projects. Specific areas needing design plans include:
- a. San Rafael Canal (from Albert Park) and East San Rafael Bayfront
  - b. Downtown and Environs.
  - c. Highway 101 Frontage between Francisco Boulevard East and West.
  - d. St. Vincent's/Silveira (to be part of master plan for site development).
14. **Canal and Bayfront Enhancement.** The Plan encourages enhancement of the San Rafael Canal and citywide Bayfront Areas through water-oriented project design, increased access and use of the canal and bayfront, and protection of marine-dependent uses along the Canal. The Plan further promotes maintenance of the Canal as a navigable waterway.
15. **San Rafael's Planning Area and Sphere of Influence (SOI).** The General Plan designates the Planning Area as having a direct physical and social influence on San Rafael's planning but not being subject to annexation. The San Rafael Sphere of Influence is the probable ultimate boundary and service area for the City. It coincides with the City's Planning Area boundary. Within this Sphere of Influence, the Urban Service Area defines a short term (5 year) City service area. Annexation policies further distinguish where logical, near-term, orderly expansion of urban development can occur and not adversely impact City services.





# COMMUNITY DEVELOPMENT ELEMENT







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## COMMUNITY DEVELOPMENT ELEMENT

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### INTRODUCTION

The Community Development Element combines land use, circulation, housing and recreation. This section includes goals and policies. Section IV contains implementation programs. Section V includes State law requirements and guidelines, general information, statistics and background discussion of community development problems.

Like Marin County as a whole, San Rafael is a highly desirable place to live, work or own a business because of its proximity to San Francisco, its location at the center of Marin County and its natural beauty. San Rafael provides many of the advantages of urban living, such as a distinctive downtown and other business and commercial activity centers, while at the same time maintaining identifiable, high quality residential neighborhoods, many with public open space as a backdrop. Development in the City and surrounding area has preserved important physical features, such as ridgelines, hillsides and natural areas, while at the same time providing services and employment opportunities.

The Community Development Element focuses on past, present and future development issues that will affect San Rafael's quality of life. Additionally, San Rafael's position concerning more regional conditions such as traffic on Highway 101 and market demand for land, etc. are also included. Historically, San Rafael has been committed to maintaining the qualities and scale of its residential neighborhoods. An intent of the General Plan revision is to continue this important policy, while allowing needed services, jobs and business opportunities, and providing needed infrastructure improvements.

The Community Development portion of the Plan, and principally the land use section, plays a central role in bringing together all land use issues, constraints and opportunities, balanced with the numerous needs and desires of the community. The Community Development Element establishes a pattern for land use and sets out clear standards for the density of population and the intensity of development for each of the proposed land uses. The Element also establishes a direct tie between the timing, amount, type and

location of development with the traffic, service and infrastructure demands such development will generate. Some of the topics covered in the Community Development Element include:

**Coordination with other Jurisdictions:** The geographic scope of the San Rafael General Plan covers 32 square miles of land area and 22 square miles of water area extending along San Francisco Bay and Highway 101 from Cal Park Hill in the south to Marinwood/St. Vincent's hills in the north. The Planning Area includes many governmental agencies including the City of San Rafael and County of Marin, which are general purpose governmental entities, and a number of single-purpose service districts. Single purpose service districts include the Central Marin Sanitation Agency, Las Gallinas Valley Sanitary District, Marin Municipal Water District, Dixie School District, San Rafael Elementary School District, San Rafael High School District and County Service Area 19. Coordinating planning and the provision of services with all of these jurisdictions, as well as with other regional, state and federal agencies, is addressed in this element of the General Plan.

**Land Use:** Development densities and intensities, and timing of development included in the Land Use section are critical land use decisions made by the City. Other land use policies deal with community design and character, and specific business services.

**Community Services:** Existing and future development will generate a need for public services such as police safety, water, sewage treatment, schools, fire, cultural and recreational opportunities. The General Plan discusses these service needs so that plans can be made accordingly.

**Transportation:** Provision of facilities which accommodate the transportation needs of the community cannot be separated from consideration of the different land uses which generate transportation needs. The General Plan balances transportation needs with the achievement of a quality living and working environment. The necessary process for developing a community consensus on these interrelated issues is to look at land use needs and transportation capabilities together, rather than letting one totally determine the other.

**Housing:** In order to solve many of the housing problems that exist today, such as low vacancy rates, high housing costs and demand pressures the General Plan addresses population growth potential, regional housing demand, housing type and cost distribution and permitted residential use of presently vacant or underutilized lands. An intent of the General Plan is to address these housing needs while at the same time to retain San Rafael's character, diversity, appearance, historical heritage and sense of community by protecting existing neighborhood character and the quality of the existing housing stock.

**Recreation:** The General Plan identifies existing recreation facilities and future recreational needs for sports facilities, parks, special interest facilities, and hiking, bicycle and equestrian trails. It establishes a plan for recreation development in the City and policies and implementing programs which work to achieve the plan. The plan also establishes ways to protect and preserve existing City-designated playgrounds, parks and open space. Planning standards should be consistently applied throughout the Planning Area. While the city would not be involved in purchasing park and recreation sites outside city limits, such sites are evaluated and ranked for planning purposes as if they were in the City. When areas are annexed, adopted city growth and development standards would apply.

# **LAND USE GOALS AND POLICIES**







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## LAND USE GOALS AND POLICIES

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### INTRODUCTION

This section covers overall land use goals and policies; those which pertain broadly to several areas of the city, and those which cover community services and facilities. Included are annexation policies; residential and commercial land use designations and intensity of development; general commercial development policies; general city design policies; and public/quasi public service and facility policies. More specific subarea policies are included in the "Policies for Specific Areas."

City annexation policies are based largely on a detailed 1982 service area study prepared by the Local Agency Formation Commission, Marin County and the City of San Rafael. Community services policies are based on area-wide needs assessments, and discussion with affected agencies or departments.

Land use designations as shown on the Land Use Plan Maps are based on many factors including: existing and surrounding land uses; the area's jobs/housing relationship; protection of existing neighborhoods; protection of natural resources and City economic and fiscal goals. More specific factors include prior plans and commitments; access, street capacity and traffic generation, and transit needs; parking requirements and needs; noise levels, site topography (slope), geologic and seismic hazards; scenic qualities and views, etc. Densities and intensities of development are described in the specific policies.

To convert residential units to population, 2.1 persons per household is assumed. In 1985, there were 2.3 persons per household and the trend toward smaller households is expected to continue. The 2.1 persons per household is applied to all types of housing, as the difference between single family and multiple family household sizes is not wide. To convert commercial intensities to numbers of jobs, the following standard conversions are applied: Retail: 1 job per 500 square feet of gross floor area; Office: 1 job per 300 square feet; Industrial: 1 job per 500 square feet.

### LAND USE GOALS

- LU-A *Strengthen, Preserve and Enhance the Unique Identity and Qualities of the City's Neighborhoods and Activity Centers.*
- LU-B *Allow Economic Growth which Supplies Jobs for Existing and Future Residents and Maintains the City's Ability to Finance Public Improvements and Human Services; and Guide such Development in Order to Protect Existing Neighborhoods and Natural Resources.*

- LU-C *Maintain Balance and Diversity in the Community - - Between Development and Open Space, Jobs and Housing, and Quiet Lower-Density Neighborhoods and More Intensive Residential Areas and Activity Centers.*
- LU-D *Plan Adequate Shopping, Housing, Services, Transportation, Utilities and Public Facilities to Meet Community Needs in a Cost Effective and Timely Manner .*
- LU-E *Require Design Quality to Enhance the Community, Preserve and Improve the Image and Quality of the Existing Commercial Environment, Respect and Protect the Natural Environment and Assure that Future Development is Harmoniously Integrated with the Existing Qualities of the City.*
- LU-F *Enhance Downtown San Rafael as a healthy economic center, the business, financial, cultural and retail center for San Rafael and Main County with a full range of housing, shopping, entertainment and employment activities. Downtown will continue to be the heart and soul of San Rafael, the focal point of our community, and the most important place in Marin County.*
- LU-G *Encourage Cultural, Educational and Recreational Facilities and Activities, Ensuring their Availability to all Segments of the Community.*

## LAND USE POLICIES

### *Timing of Development*

- LU-1 **Timing of Development.** For health, safety and general welfare reasons, new development is to be constructed consistent with the following policies:
  - a. **Circulation:** New development may be constructed only after needed circulation project funding has been guaranteed, circulation project environmental review has been completed, and findings have been made that the time frame for completion of the needed circulation improvements will not cause the level of service established in the Circulation Element to be exceeded.
  - b. **Other:** Sewer, water, and other infrastructure improvements must be available to serve new development by the time the development is constructed.
- LU-2 **Reasonable Interim Use of Property.** The development timing policies contained in the Land Use and Circulation Elements shall operate and be implemented so as to always permit landowners reasonable interim use of their properties.

### *Annexation*

- LU-3 **Sphere of Influence.** San Rafael's Sphere of Influence shall continue to be coterminous with its Planning Area boundary. A Sphere of Influence is defined (Govt. Code Section 54774) as the ultimate probable physical boundaries and service area of a local agency. It is recognized that some urban services are provided by existing special districts.
- LU-4 **Urban Service Area.** Urban development of areas outside San Rafael's Urban Service Area boundary would be considered premature. The Urban Service Area is the area which can reasonably be annexed and provided urban services within a five year period, given the amount of potential development within City limits and limited circulation and sewage treatment plant capacity or other service constraints. (Refer to Map GP-2).



- LU-5 **Annexation.** Prior to urban development, areas which can reasonably be served through extension of the existing service area of the City should be annexed. Sites over 5 acres shall require master plan zoning approvals prior to or concurrent with subdivision or other development approvals. Some of these specific areas include: St. Vincent's/Silveira, San Rafael Rock Quarry, Sun Valley Cemetery, Daphne-Bacciocco.
- LU-6 **Developed, Unincorporated Islands and Marinwood/Lucas Valley Annexation.** Annexation of already developed unincorporated islands (Los Ranchitos, Country Club, Bayside Acres, California Park) and developed portions of the Marinwood/Lucas Valley neighborhoods should be dependent on resident interest, the cost/revenue implications of specific annexation requests and provision of City services to the area. The Grady, Big Rock and Luiz South properties should be excluded from near term annexation to the City because urban development is considered premature prior to development of closer-in areas, and extension of city services would not be cost efficient within the near future.
- LU-7 **Santa Venetia Annexation.** Developed and undeveloped areas of Santa Venetia shall not be annexed to the City within the time frame of the plan due to flood and seismic hazards and urban service costs associated with existing infrastructure conditions.

### ***Land Use Categories***

- LU-8 **Land Use Categories.** Land use categories are generalized groupings of land uses and titles that define a predominant land use type. All proposed projects must meet density and FAR standards for that type of use, any site traffic allocations listed in the General Plan appendices, and other applicable development standards. Some listed uses will be conditional uses under subsequent zoning and may be allowed only in limited areas or under limited circumstances.

### ***Residential Land Use Categories and Densities***

- LU-9 **Residential Land Use Categories.** Residential land use categories may include residential uses; open space and conservation areas; parks and playgrounds; schools; churches; plant nurseries; group care and large day care facilities, hotels, motels, and clubs in multifamily residential zones and other similar uses. The following are specific categories:
- a. **Hillside Resource Residential:** 0.1 to 0.5 units per gross acre. Characterized by very steep slopes which have geologic and seismic constraints and which have community visual significance or which have been identified as having very limited development potential through prior development approvals, Neighborhood Plan review or County zoning. This designation is typical of sensitive hillside areas in the Planning Area.
  - b. **Hillside Residential:** 0.5 to 2 units per gross acre. Characterized by moderate to steep slopes; often unstable geology; may have local visual significance. Typical of developed hillside residential areas in the Planning Area.
  - c. **Estate Residential:** 0.5 to 2 units per gross acre. Flat or gently sloping single family large lots/ large lot subdivisions.
  - d. **Low Density Residential:** 2 to 6.5 units per gross acre. Typical of developed single family areas in the Planning Area.

- e. **Medium Density Residential:** 6.5 to 15 units per gross acre. Typical of existing duplex, garden apartment and condominium project densities in the Planning Area.
- f. **High Density Residential:** 15 to 32 units per gross acre. Typical of existing apartment densities.

**LU-10 Density of Residential Development and Density Bonuses.** Maximum densities are not guaranteed. Density of residential development on any site shall respond to the following factors: site resources and constraints, potentially hazardous conditions, traffic and access, adequacy of infrastructure, City design policies and development patterns and prevailing densities of adjacent developed areas.

- a. When development is clustered to avoid sensitive areas of a site, density provided to the entire site may be transferred to the remaining portion of the site, providing all factors listed above can be met.
- b. Densities above the otherwise maximum allowable residential density under the zoning ordinance and land use element may be granted for projects which provide more than 15% of total units affordable for 40 or more years to low and moderate income households (as defined in policy H-20), with at least 8% for low income households. To achieve a density bonus, units must be constructed onsite, and generally, only if the main project is age restricted can density bonus units be age restricted. Further, use of density bonuses is limited to medium and high density land use designations, including any mixed use district which permits multifamily uses. Density bonuses may be granted in low-density districts in the following limited circumstances: senior housing projects exclusively affordable for 40 or more years to very low, low or low and moderate income households, with at least 40% for very low or low income households, on flat sites (less than 10% slope) more than one acre in area, within 1,500 feet of transit stops and services such as grocery stores and pharmacies.

Affordable senior housing projects receiving density bonuses in low density districts shall be designed in consideration of neighborhood scale. Designing in consideration of neighborhood scale shall include, but not be limited to, limiting building height to thirty feet, and applying design techniques to make any apparent massing of the proposed project compatible with the surrounding neighborhood. The project shall also provide adequate parking. Affordable senior housing projects receiving density bonuses in low density districts shall be approved only if adequate trip allocations, including bonus trips, are available and are assigned to the project site consistent with the circulation policies of the General Plan.

**LU-11 Transfer of Density among Properties.** Transfer of density among properties shall not be permitted except when unique or special circumstances (e.g. preservation of wetlands or historic buildings) are found to exist which would cause severe environmental impacts if the transfer were not allowed.

**LU-12 Master Plan Zoning.** Except for construction of a single family residence, hillside sites and residential lots over five acres in size shall require a master plan for development of the site.

### ***Commercial and Industrial Land Use Categories and Intensities***

**LU-13 Commercial and Industrial Land Use Categories.**

- a. **Neighborhood Commercial:** Restricted neighborhood-serving retail and service uses such as pharmacies, supermarkets, dry cleaners. Office uses comprising a small portion of the site and residential uses may be allowed.



- b. **Fourth Street Retail Core (4SRC):** Retail, service, entertainment, cultural, office, residential and live/work uses are allowed. Residential uses are allowed on the rear ground floor, second floor and above. On Fourth Street, first floor street frontage uses which encourage an active and healthy retail center are characterized by all of the following:
  - high customer turnover,
  - large volume of pedestrian traffic,
  - windows, storefront displays and signs, and
  - merchandise or service likely to be obtained in a multiple stop trip, or similar activity which draws large number of people Downtown.
- c. **General Commercial:** General retail and service uses; restaurants; automobile sales and service uses; hotels/motels; offices as secondary uses except along Francisco Blvd. West where retail redevelopment is strongly encouraged.
- d. **Retail/Office:** General retail and service uses; offices; residential uses permitted on the rear ground level, second floor and above.
- e. **Residential/Office:** Residential uses; offices; mixed use projects. Limited retail or service uses may be permitted as conditional uses.
- f. **Office:** Includes general offices, medical and professional offices, administrative or headquarters offices.
- g. **Light Industrial/Office:** Includes motor vehicle service, contractor uses; light manufacturing; distribution; warehousing and storage, incidental employee-serving retail/service; offices; specialty retail uses. Specialty retail uses may be allowed to occupy minor portions of the Light Industrial/Office districts provided that intensity and traffic allocation requirements are met and the integrity of the district is not threatened.
- h. **Industrial:** Motor vehicle service uses; contractor uses and yards; manufacturing; storage uses; wholesale; incidental employee-serving retail/service uses; specialty retail uses consistent with industrial uses; rock, sand and gravel plants; solid waste management and recycling facilities; trucking yards or terminals; ancillary offices and small offices.
- i. **Marine Related:** Water dependent businesses such as boat building; boat repair, sales and service uses; marinas; and boat charter services. Shopping centers; restaurants; hotels/motels; and parks that draw people to the waterfront.
- j. **Mineral Resource:** Quarry and brick yard uses which utilize mineral resources of regional significance.
- k. **Residential Densities in Mixed Use Districts.** In most mixed use districts where multifamily residential uses are permitted, such uses may be developed at high densities (15-32 units per gross acre). In certain Downtown high density districts, including Fourth Street Retail Core, Hetherton Office, Cross Street Mixed Use and Second/Third Mixed Use, higher residential densities are permitted (32 to 62 units per gross acre).
- l. **Hetherton Office (HO):** Office uses are encouraged. Ground floor business support retail, personal service, restaurant and live/work uses are allowed. Residential uses, if part of a mixed-use development, are allowed on the second floor and above.
- m. **Lindero Office (LO):** Uses are allowed as described in DT - 12 (Lindero Office District).

- n. **Second/Third Mixed Use (2/3 MU):** Office and office-support retail and service uses (such as copy shops, restaurants and cleaners) are encouraged throughout the district. Residential uses and additional retail uses are allowed as follows:
  - On Second and Third Streets east of "B" Street, limited auto-serving retail (such as gas stations), and residential uses as part of a mixed-use development are allowed.
  - On Second and Third Streets west of "B" Street, retail usually accessed by car including daily needs retail (such as grocery and drug stores), limited auto-serving retail (such as gas stations), large item retail (such as furniture stores) and residential uses are allowed.
  - On the cross streets, neighborhood serving and specialty retail uses are encouraged in order to have an active pedestrian environment. Residential use is also encouraged, especially west of "B" Street.
- o. **West End Village (WEV):** Retail uses are encouraged, especially specialty and neighborhood serving retail and restaurants. Personal service, high customer-volume office and limited amounts of other office uses are also allowed. Residential and live-work uses are permitted on the upper level of Fourth Street, and on the ground floor and above elsewhere.
- p. **Fifth/Mission Residential/Office (5/M R/O):** Residential uses; office uses. Ground floor retail and personal services uses are allowed from "C" Street east, on cross streets between Fourth Street and Fifth Avenue.

**LU-14 Intensity of Commercial and Industrial Development.** Commercial and industrial areas have been assigned floor area ratios (FARs) to identify appropriate intensities. (The FAR is the total gross building square footage divided by the land area, exclusive of public streets. Parking areas, covered or uncovered, and non leasable covered atriums are not included in calculating FARs). Maximum allowable FARs are not guaranteed, particularly in environmentally sensitive areas such as hillsides. Intensity of commercial and industrial development on any site shall respond to the following factors: site resources and constraints, traffic and access, potentially hazardous conditions, adequacy of infrastructure, and City design policies. FAR limits apply only to non-residential projects.

Designated FARs for different areas of the City are described below.

- a. **Hillside Areas:** Undeveloped commercial of industrially designated properties shall be limited to the following development intensities based on slope:
  - Portions with less than 5% slope: 100% of FAR as applicable under sections b-g below or policy LU-47
  - Portions with slope of 5-15% slope: 50-75% of applicable FAR under sections b-g below or policy LU-47
  - Portions with slope greater than 15%: .01 FAR
 Clustering of development is encouraged and may be required to avoid sensitive areas.
- b. **Northgate:** FAR of 0.3 for all commercial and industrial uses. Within the Smith Ranch area, where the Northgate Activity Center Plan formerly permitted transfers of traffic trips among properties, the area of an existing (in 1988) parking easement may be allocated among the parcels benefited and burdened by such easement for the purpose of determining the FAR or such parcels, if the City previously relied on the easement in approving the development of one or more of the benefited parcels.

- c. **Downtown.** 2.0 FAR in the Fourth Street Retail Core; 0.50 to 2.0 throughout the remainder of Downtown, with the lowest intensities in fringe areas near residential neighborhoods. (See Downtown policies section and Downtown FAR and Height Limits Map).
- d. **East San Rafael and Francisco Blvd. West:** Varies by type and location of use. Intensities range from 0.18 to 0.38 FAR. FARs of Office/Light Industrial uses vary depending on the type of proposed project and (if located in the Low Impact Area) range from 0.26 for a 100% office building to 0.38 for a mixed office/light industrial building with up to 25% office space. See East San Rafael and Francisco Boulevard West policies section.
- e. **Neighborhood Commercial and any otherwise undesignated commercial outside of Northgate or East San Rafael/Francisco Blvd. West:** 0.32 FAR.
- f. **Miracle Mile:** 0.32 FAR
- g. **Marine Uses:** 0.32 FAR
- h. **Montecito:** .32 FAR for Montecito Shopping Center and the mixed use district on the east side of Irwin Street between Fifth and Mission Avenues; 0.7 FAR in the blocks between 101 and Grand Avenue, and Third and Fourth Streets; and, 0.4 FAR in remaining mixed use areas.
- i. **Lincoln Avenue Mixed Use:** 0.4 FAR.

LU-15 **Commercial and Industrial Redevelopment.** Where an existing building is larger than the FAR limit and no intensification/change of use is proposed, the property may be redeveloped at the same size as the existing building if parking and design requirements in effect at the time of the new application can be met.

LU-16 **Master Plan Zoning.** Master plan all commercial and industrial sites greater than 5 acres in size.

LU-17 **Transfer of FARs among Sites.** FAR transfers between or among sites shall not be permitted except where the City Council finds one or both of the following:

1. Unique or special circumstances are found to exist (e.g., elimination of wetlands or destruction of historic buildings) are found to exist which would cause severe environmental impacts if the transfer is not allowed;
2. A significant public benefit will be provided, such as securing a new public facility site (e.g., park, school, library, fire station, police station, etc.);

In order for an FAR transfer to occur pursuant to this policy, the applicant shall demonstrate that the parcel from which and to which the FAR is transferred meet all the following criteria:

- a. The development of the beneficiary parcel is consistent with the General Plan 2000, except that FARs may be exceeded. It must also be demonstrated that all applicable zoning and design parameters and criteria are complied with;
- b. Traffic impacts from the subject properties impacts the same interchange(se); and
- c. The total number of trips generated from the proposal will not exceed the total General Plan trip allocations for the subject parcel(s).



## ***Other Land Use Categories***

### **LU-18 Other Land Use Categories.**

- a. **Public/Quasi Public:** Schools, government or quasi public buildings or facilities; utility facilities and similar facilities owned or operated by public/non profit agencies. The Public/Quasi Public designation recognizes existing public/quasi public uses which are expected to remain in a similar use throughout the planning period. Intensity of development shall not exceed a 1.0 FAR and shall meet height limit and other City development standards. However, an exemption to these standards may be granted if findings are made that a higher height or FAR is necessary for health or safety purposes. Public/quasi public uses, such as churches and schools, in residential zones shall not exceed a 1.0 FAR and shall meet City development standards including the zoning height and setback requirements.
- b. **Parks/Open Space/Conservation Areas:** Dedicated parks, secured open space and areas identified as having visual or other natural resource significance that should be protected through the development review process. Building intensity of public parks shall meet "public/quasi public" standards; building intensity of Open Space/Conservation Areas is by definition essentially 0.
- c. **Agriculture/Recreation/Land Reserve:** Agricultural uses consistent with past agricultural uses of the property; low intensity recreational uses; and urban reserve area, with potential for other uses beyond the time frame of the Plan. Building intensity is less than 0.1 FAR or .1 units per acre.

## ***Design***

- LU-19 **Design Approach.** Agencies responsible for design review shall be proactive to insure that excellence of design shall be required of all new development. Project design shall enhance important community entryways, major travel corridors, major linkages and waterways. New development and redevelopment shall harmonize style, intensity and type of new residential, commercial or industrial construction with the natural environment and respect the unique needs and features of each area. Projects should also be designed in relation to the surrounding area.
- LU-20 **Overall City Character.** The "hometown" character of San Rafael shall be retained by 1) maintaining the historic design character and pedestrian orientation of Downtown and by recognizing that Downtown is the urban center of our community; 2) retaining the existing suburban scale of development elsewhere in San Rafael with increased attention paid to unifying landscaping standard, setbacks, connections and the design image of individual areas.
- LU-21 **Building Heights.** Height limits in San Rafael are:
- a. All single-family zoning districts: 30 feet (main buildings).
  - b. Multifamily and nonresidential districts outside Downtown: 36 feet.
  - c. Height of buildings existing or approved as of 1-1-87 shall not be considered nonconforming.
  - d. Downtown: See Downtown Height Map (Map GP-4d).
  - e. Height limits may be exceeded through granting of a zoning exception or variance, or through a height bonus as described in (f).
  - f. Height bonuses may be granted under the following circumstances:
    1. Certain Lincoln Avenue residential projects may be up to 48 feet, consistent with Lincoln Avenue policy RES-8.
    2. Redevelopment of a specific area in Francisco Blvd. West may have a higher height consistent with policy FBW-11 and implementing program FBW-f.



3. Hotel development in East San Rafael may have a higher height consistent with policy ESR-35.
4. A height bonus may be granted in the following Downtown zoning districts:

Location	Maximum Height Bonus	Amenity (May provide one or more of the following)
Fourth Street Retail Core Zoning District	12 feet	Affordable housing (see policy H-8) Public courtyards, plazas and/or passageways (consistent with Downtown Design Guidelines) Public parking (not facing Fourth Street)
PG&E site in the Lindero Office land use district	24 feet	Park (privately maintained park with public access, adjacent to Mahon Creek; an alternative is tennis courts tied to Albert Park.) Community facility (10,000 sq. ft. or more in size)
Second/Third Mixed Use East Zoning District	12 feet	Affordable housing (see policy H-8) Public parking Overhead crosswalks Mid-block passageways between Fourth Street and parking on Third Street
West End Village	6 feet	Affordable housing (see policy H-8) Public parking Public passageways (consistent with Downtown Design Guidelines)

- LU-22 **Bay and Hillside Views.** Views of the Bay and Bay wetlands and hills from public streets and parks shall be preserved and enhanced where possible.
- LU-23 **Historic Buildings and Areas.** Buildings and areas with special and recognize historic, architectural or aesthetic value should be preserved in accordance with City regulations and new development should respect architecturally and historically significant buildings and areas.
- LU-24 **Entryways to the City.** Require excellence of design in new projects, particularly in those areas visible from Highways 101 and I-580, the primary entrances to San Rafael.
- LU-25 **Residential Conversions: Design Compatibility.** Promote design compatibility of new units when residences are converted to duplexes, triplexes, or where second units are added to single family residences.
- LU-26 **Residential Conversions: Yard Areas.** When residences are converted to duplexes, triplexes, or where second units are added to single family residences, usable ground level yard areas should be included in addition to parking requirements to protect and conserve existing mixed residential neighborhoods.

- LU-27 **Apartment Recreation Standards.** Appropriate onsite recreation facilities shall be required in apartment projects and private outdoor areas should be provided where possible.
- LU-28 **Neighborhood Commercial.** Neighborhood commercial projects shall be lower intensity, of a scale compatible with neighborhood development (one-two stories), and be designed and operated to minimize impacts on the surrounding neighborhood.
- LU-29 **Tree Preservation.** Large trees should be preserved, with particular emphasis on significant Eucalyptus, Oak and Redwood tree groves and specimen oak and redwood trees. When new development occurs, require vegetation management plan and evaluate fire/falling hazards. Require setbacks where necessary.
- LU-30 **Street Tree Planting.** Continue street tree planting and maintenance programs, and develop new programs where needed to enhance pedestrian-oriented and primary vehicular circulation streets.
- LU-31 **Vest Pocket Parks.** Encourage "vest pocket park" or landscaped outdoor amenity areas in new office, retail or mixed use projects for use by employees and customers.
- LU-32 **Water Conservation.** Except where reclaimed water use is possible, establish water conserving landscape design standards consistent with MMWD recommendations which, for example, limits turf areas, includes automatic, low volume irrigation systems. Interior water fixtures shall be water conserving in accordance with MMWD recommendations.
- LU-33 **Energy Conservation.** Encourage the application of energy-efficient design and energy saving devices in new development. Passive solar energy techniques are especially encouraged as energy conservation methods.
- LU-34 **Residential Site Design.** Residential projects are to be designed to recognize site constraints and resources. Desirable design techniques on hillside sites include clustering of units to minimize grading impacts, to efficiently provide services, and to avoid sensitive areas such as steeply sloping/hazardous hillsides, natural drainage features, and highly visible slopes. Buffer zones between development and sensitive habitat areas should be provided. Adequate parking shall be provided onsite. New development shall respect and enhance existing residential development through appropriate building scale and design and quality building materials.
- LU-35 **Project Design Considerations.** Following are some overall criteria to be used in evaluating excellence in project design:
- a. sensitivity to natural landscape and site features
  - b. compatibility of colors, materials, scale and building and site design with surrounding development
  - c. use of high quality building materials
  - d. creation of interest in building elevation including large overhangs, projecting windows/doors, varied setbacks, pedestrian-oriented features, etc.
  - e. provision of variations in large complexes (rooflines, color/materials, window treatment)
  - f. screening of parking and distribution of parking to provide easy access to units/building entrances
  - g. attractive screening of equipment consistent with overall project design
  - h. provision of good vehicular and pedestrian access and circulation onsite and in relation to the surrounding area
  - i. building orientation to meet solar requirements, provide southern exposure and other "passive" energy conservation measures
  - j. incorporation of site/project amenities and attractive landscaping
  - k. incorporation of fire/police safety concerns
  - l. provision of a sense of entry
  - m. variation in building placement

LU-36 **Additional Community Design Map Considerations.** In addition to project design considerations, Community Design Maps A and B identify some of the important design attributes and concerns of the community related to specific area features to be considered in evaluating projects for high quality design:

- a. Visually significant hillsides, ridges and landforms
  - preserve natural appearance
  - require design review of structures within 100 vertical feet of ridgelines
  - minimize grading for roads, driveways, and homesites
  - minimize removal of natural vegetation
  - promote colors, materials, and building forms which are harmonious with and blend into the natural landscape and topography
- b. Bay Frontage
  - preserve and enhance views
  - require setbacks for habitat protection, levee maintenance and view protection
  - secure public access
  - limit height to protect views
  - require high quality design as viewed from shoreline band(s) and water
  - preserve and enhance wildlife habitat
- c. Canal Frontage
  - preserve and enhance views
  - establish and maintain setbacks for public access, maintenance, streambank erosion and flood control
  - establish design criteria
  - promote water-oriented and dependent uses
  - promote public access where feasible
  - preserve and enhance wildlife habitat
- d. Creeks and Drainageways
  - preserve and enhance for wildlife/scenic values
  - use as pedestrian and bicycle access corridors where feasible
  - require adequate setbacks for maintenance, erosion control, access where feasible
- e. Urban Design Study Areas where specific design plans are needed
  - San Rafael Canal and East San Rafael Bayfront
  - Highway I-580 and Highway 101 Frontage along Francisco Boulevard East and West
  - Downtown and commercial areas of Montecito
  - Silveira and St. Vincent's (as part of site master plan)
- f. [deleted]
- g. Northwest Pacific Railroad right of way (future transitway)
  - formulate guidelines after decision on mode
  - require grade separation per circulation recommendations
- h. [deleted]
- i. Primary Vehicular Circulation Streets
  - provide high canopy traffic-tolerant trees
  - encourage landscaped setbacks
  - encourage building height variation and articulation of facades



- k. **Scenic Rural Roadways**
  - ensure safety and preserve scenic character
  - require significant landscaping to screen new development
- l. **Gateways**
  - enhance
  - require high quality design
- m. **Views**
  - preserve and enhance
- n. **Historic and Architecturally Significant Buildings and Areas**
  - preserve vistas and historic character
  - encourage sensitive and compatible architecture in vicinity
  - encourage preservation of historically important buildings and sites

### ***Commercial Services***

- LU-37 **Local Employment.** Stimulate and give preference to those types of economic activity which provide local opportunities for employment, provide necessary local services and benefit the City economically.
- LU-38 **Conflicting Uses.** Prevent the encroachment of new residential development into industrial/office areas to minimize conflicts. Businesses locating adjacent to residential areas shall be designed to minimize nuisance impacts.
- LU-39 **Convenience Shopping.** Encourage neighborhood retail stores and services in existing residential neighborhoods and where new development warrants such facilities.
- LU-40 **Building and Automotive Services.** Maintain availability of sites for building, automotive and service industries important to San Rafael's economy and needed for the convenience of its residents and businesses.
- LU-41 **Existing Business Areas.** Support and encourage the upgrading of existing commercial areas consistent with infrastructure needs.
- LU-42 **Limited Retail and Service Uses in Industrial and Office Areas.** Allow limited retail and service uses which serve area businesses/employees to locate throughout industrial/office and industrial areas.
- LU-43 **Miracle Mile.** Existing commercial uses along the Miracle Mile (Fourth Street west of the "Y" at Second and Fourth Streets) shall be retained and upgraded. New development or redevelopment should be of a scale and intensity consistent with existing development. First floor uses shall be retail and service along the street frontage with rear ground level or upper level office or residential uses.
- LU-44 **Lot Consolidation.** Commercial and higher density residential parcels less than 6,000 square feet in size should be combined to provide adequate parking and circulation, minimize driveway cuts on busy streets, and maximize development and design potential.



- LU-45 **Hotels.** Encourage development of hotels in commercial and industrial areas and allow hotel and motel development in some multiple family areas with strict design and use control. In the traffic sensitive areas of Northgate, East San Rafael and Francisco Blvd. West, hotels are exempt from FAR limits applicable to other commercial uses; site peak hour trip allocations shall be used as the basis for establishing the size of a hotel building. Hotels are allowed up to a four story height, except in certain Downtown land use districts where a taller height is allowed consistent with the height limits. Upon demonstration to the Planning Commission of the necessity of a building height up to five stories to achieve a viable hotel development, the City may approve such additional height following a finding of significant community benefit and acceptable design consistent with City design policies.
- LU-46 **Upgrading of Existing Motels and Hotels.** Encourage redevelopment and upgrading of existing motels and residential hotels in San Rafael.
- LU-47 **Mini Storage and Storage.** Mini-storage projects may be permitted an FAR of up to 1.0 if the following findings can be made: a. the facility is needed in the community; b. the design of the project is compatible with surrounding uses; c. the project is designed so that it cannot be converted to other, more intensive uses; d. the location is appropriate for this type of use. Mini storage projects are allowed in office/light industrial and industrial areas. (Storage as a non-street frontage and ancillary use may be allowed in existing buildings in other commercial land use designations. FAR limits for the primary use apply).

### ***Community Services***

- LU-48 **Fire and Police Services.** Maintain adequate fire protection, paramedic and police services as the City grows. Minimize increases in service needs from new development through continued fire and crime prevention programs.
- LU-49 **Library Services.** Establish high quality library service at a central facility at or near the existing location and cooperatively explore with the County ways to improve service in northern San Rafael.
- LU-50 **City Corporation Yard.** Move City Corporation Yard, if a new suitable site can be found, and promote redevelopment of current site with uses to support Downtown.
- LU-51 **Water and Sewer Facilities.** Insure provision of adequate water and sewer facilities to meet needs of existing and new development. Future development should be coordinated with responsible districts and agencies to assure that facility expansion and/or improvement meets Federal and State standards and occurs in a timely fashion.
- LU-52 **Water Conservation.** Promote and encourage water conservation measures.
- LU-53 **Water Supplies.** Support Marin Municipal Water District in developing additional long term water supplies.
- LU-54 **Las Gallinas Valley Sanitary District.** Encourage the Las Gallinas Valley Sanitary District to initiate a study to evaluate how and when the plant should be expanded to provide capacity consistent with the San Rafael General Plan. In addition, encourage the Las Gallinas Valley Sanitary District to evaluate and modify, if necessary for consistency with the San Rafael General Plan, its policy regarding allocation of hookups to new development prior to plant expansion.
- LU-55 **Odor Impacts.** Consider odor impacts when evaluating land uses and development projects near wastewater treatment plants, or treatment plant expansion projects.

- LU-56 **Street Maintenance.** Maintain and where possible upgrade existing public works and other city services relating to street sweeping, street repair, street lighting and code enforcement.
- LU-57 **Child Care.** Encourage and plan for the retention and development of child care centers to meet citywide and neighborhood child care needs. In conjunction with the School Districts, encourage continuation of child care programs at school sites because of their suitability for such uses and convenient locations in residential neighborhoods. Encourage provision of affordable child care with maximum programs and hours of operation by waiving all fees for proposed child care centers. Child care centers shall not be precluded in any land use designation except the low intensity "Hillside Resource Residential" and "Hillside Residential" areas. Each site proposed for a child care use shall be evaluated on a case by case basis. The City may waive FARs for permanent child care portions of non residential buildings.
- LU-58 **Child Care Centers on Public Sites.** The City will assist in examining publicly owned sites for child care use in areas that have limited or no available or cost effective sites and, if warranted, such a use should be designated on said sites.
- LU-59 **School Site Development.** Any private redevelopment or use of surplus public school sites should be consistent with the type of use and density of surrounding neighborhood development. Where it is in the community's interest to retain public recreation facilities in accordance with priorities in the Recreation Element, and child care facilities, density transfers from the portion of the site retained in public recreation or child care use may be allowed.
- LU-60 **Schools for Future Growth.** In coordination with the School Districts, encourage the retention of closed school sites potentially needed for future enrollment. Consider a new elementary school location in North San Rafael.
- LU-61 **Use of Closed School Sites Retained by Districts.** Closed school sites retained by the Districts shall be used for public and quasi public uses such as child care programs; adult day care programs; education, recreation, cultural and religious classes, programs and activities; administrative offices incidental to educational service uses; churches; counseling groups and those private business uses, such as artist, accountant, consultant, etc. which would qualify as a "Home Occupation" under the City's zoning standards.
- LU-62 **Public Arts and Cultural Activities.** The City recognizes the positive economic and social effects that the arts and cultural activities have on San Rafael and will continue to encourage and promote these types of activities.
- LU-63 **Coordination with Various Agencies and Districts within the San Rafael Planning Area.** Coordinate with all affected public agencies and districts on issues of mutual concern.

## LAND USE IMPLEMENTING PROGRAMS

### *Overall*

- LU-a **Zoning Ordinance Text Amendments.** Zoning districts and other zoning sections, including the Design Review Ordinance, will be revised where necessary to conform to General Plan land use designations , densities, intensities, and policies.
- LU-b **Zoning Consistency Actions.** Complete a comprehensive rezoning of specific areas of the City consistent with land use designations and policies in the General Plan.

- LU-c **Redevelopment Plan.** Prepare and adopt a revised redevelopment Plan for the redevelopment area consistent with the General Plan.
- LU-d **Subdivision Ordinance.** Revise existing subdivision ordinance consistent with the State Subdivision Map Act and City policies. This includes Quimby Act, grading and erosion control standards, etc.
- LU-e **Annual Review of the General Plan.** In January, annually review, report on and update the General Plan as needed and provide sufficient planning staff to perform such work.
- LU-f **Procedures for Amending the General Plan.** The City will establish a procedure and schedule for periodically reviewing requests for amendments to the General Plan.
- LU-g **Five Year Update of General Plan.** Revise and update the entire Plan within five years of adoption.

## ***Annexation***

- LU-h **Urban Service Area Review.** Review and consider revisions to the City's Urban Service Area every two years as part of the General Plan Review.
- LU-i **LAFCO.** Encourage LAFCo to adopt Urban Service Area and annexation policies for the San Rafael Planning Area consistent with adopted General Plan policies.

## ***Design***

- LU-j **Development Standards Revisions.** Revise existing development standards and consider the following factors:
  - a. Harmonious relationship of building mass, roof lines and facade openings
  - b. Equal design attention to all facades (in sensitive locations)
  - c. Energy efficient design
  - d. Screening of mechanical equipment
  - e. High quality materials
  - f. Safe lighting
  - g. Noise mitigation
  - h. Parking area landscaping
  - i. Maintenance of important views
  - j. Consistent upgrading of a site where new buildings are to be incorporated within a developed site
  - k. Use of landscape buffers where the use is adjacent to residential uses
  - l. Screening of truck loading or service areas from the freeway
  - m. Berming of perimeter landscaping adjacent to parking
  - n. Screening of parking areas with landscaped berms
  - o. Use of architecture or landscaping to screen loading or service areas
  - p. Landscaping around site perimeter
  - q. Parking in front of structure
  - r. Water conservation and encouraging the use of drought resistant plants
  - s. Landscape design standards
  - t. Transit compatibility requirements
  - u. Water pollution control devices.



- LU-k **Sign Ordinance.** Revise existing sign ordinance.
- LU-l **Design Review of Conversions.** Where external modifications are proposed, require design review of conversions of single-family homes into duplexes, triplexes, and where second units are added. The design should be compatible with the surrounding neighborhood.
- LU-m **Residential Conversions, Yard Standards.** Establish standards for providing usable ground level yard areas when residences are converted to duplexes or triplexes, or when second units are added.
- LU-n **Apartment Recreation Standards.** Appropriate onsite recreation facilities shall be required in apartment projects in the City's development standards.
- LU-o **Tree Preservation Ordinance.** Develop a tree preservation ordinance which includes standards for protection of trees. Evaluate the costs and feasibility of including tree maintenance provisions to insure preservation of significant "view, light and air corridors." If such provisions can be included without significant additional costs to the City, include "view, light and air corridor" provisions in the tree preservation ordinance.
- LU-p **Street Tree Planting.** Prepare street tree planting programs involving City actions, development requirements and neighborhood participation.
- LU-q **Hillside Site Design Standards.** Prepare hillside site design standards to implement Residential Design policy.
- LU-r **Design Plans.** A qualified design consultant or consultants shall prepare design plans which establish a high level of design standards for special sub-areas. The design plans shall establish the image the city wishes to achieve in each area and provide guidelines regarding physical appearance, provision of open space areas, landscaping, bulk, setbacks, building materials. These plans shall include the following, which are listed in priority order:
  - a. San Rafael Canal, Bayfront and adjacent use areas.
  - b. Highway 101/I-580 frontage between Francisco Boulevard East and West.
  - c. Downtown and environs.

## ***Community Services***

- LU-s **Public Parking.** Assess the need to promote parking assessment districts for the development of public parking garages in eastern and western portions of Francisco Boulevard West and East San Rafael to relieve area congestion and allow upgrading of uses.
- LU-t **Motel Remodels.** Provide technical design assistance to existing motels to assist in their upgrading.
- LU-u **Joseph Court Fire Station.** Relocate the Joseph Court Fire Station to a property near Smith Ranch Road to provide adequate response times for northern San Rafael development.
- LU-v **Police Staffing Needs.** Analyze results of the Workload and Manpower Allocation Study when it is completed in 1988 to plan for adequate staffing as the City grows.
- LU-w **City Hall Expansion.** Consider expansion of the City Hall complex near its current location to accommodate increased public safety needs and eventually to provide an expanded library facility



LU-x **Library.**

- a. Consider construction of a new centrally located main library in the downtown area.
- b. Consider extension of City branch library services in Terra Linda and East San Rafael only after construction of a new centrally located facility.
- c. Explore with the County cooperative ways to improve library service in northern San Rafael.
- d. If branch library services are to be provided, consideration should be given to small storefront libraries installed in shopping centers or other highly visible, easily accessible locations.

LU-y **Capital Improvement Programming.** Develop a multi-year capital improvement program, based on prioritized citywide needs and evaluate for consistency with the General Plan.

LU-z **City Corporation Yard.** Identify suitable sites to move the City Corporation Yard.

LU-aa **Water Facilities.** Water storage facilities and pipelines. Work with MMWD to develop a program for funding and constructing needed water storage and distribution facilities in a timely manner.

LU-bb **Water Use.** Support MMWD efforts to encourage lower water usage through such measures as requiring alternate day watering; providing drip irrigation systems "at cost" to customers; reviewing landscape plans for water conserving design; and other similar measures.

LU-cc **City Landscaping.** Review City landscape watering practices to determine ways to reduce water use.

LU-dd **Reclaimed Water.** Support Water District and other agency efforts to expand reclaimed water use. In areas designated for reclaimed water use, the City's planning process will encourage development of greenbelt areas to promote the application of reclaimed water and assure the proper monitoring of reclaimed water application.

LU-ee **Water Conservation.** Except where reclaimed water use is possible, establish water conserving landscape design standards consistent with MMWD recommendations which, for example, limit turf areas, include automatic, low volume irrigation systems. Interior water fixtures shall be water conserving in accordance with MMWD recommendations.

LU-ff **Sewer Capacity.** Request annual reports from the responsible Sanitary District/Sanitation Agency regarding flows and available capacity, and near term (3-5 year) projections. Coordinate development expectations with the District and the Agency.

LU-gg **Odor Mitigation.** When property is proposed for development within 1000 feet of a wastewater treatment plant, the City will review the need for appropriate odor mitigation plans. Additionally, at the time any improvements are proposed to a wastewater treatment plant, the responsible agency will be encouraged to consider purchase of an odor easement or similar measure to assure mitigation of possible odor nuisances.

LU-hh **Sewer Condition Inventory and Improvements.** The City, or San Rafael Sanitation District, if that District takes over the gravity flow system, should prepare a sewer condition inventory and then prioritize needed improvements.

LU-ii **Street Repair.** Annually assess street repair needs and allocate funds on a city wide basis.

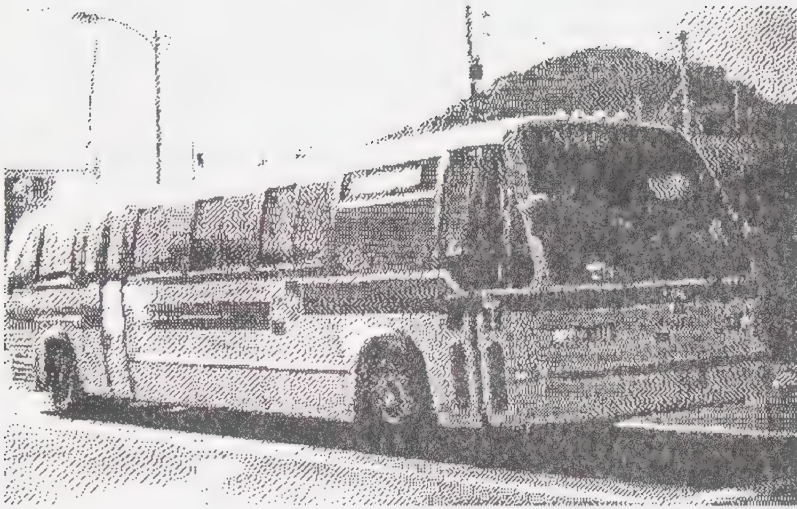
LU-jj **Street Sweeping.** In multifamily areas, as a demonstration project, establish a schedule for street sweeping and solicit neighborhood group assistance in notification of the schedule. If the street sweeping schedule is successful, consider making the street sweeping schedule permanent.

- LU-kk **Street Lighting.** Assess recommendations for needed additional street lights (from "safe school route plans" or crime prevention surveys or from neighborhood representative requests) when developing the annual Public Works budget, and provide additional street lights on an annual prioritized basis.
- LU-ll **Facilities Directory Signs.** Uniform street signs should be installed which direct potential users to the public facilities from nearby streets and highways.
- LU-mm **Child Care.** Initiate a citywide assessment of child care needs and alternatives and develop citywide policies for child care services.
- LU-nn **Public Arts Ordinance.** The City will consider an Art in Public Places Ordinance whereby a percentage of building construction costs can be used to purchase or commission works of art for that building, park, or public plaza.
- LU-oo **Falkirk.** Consider development of a master plan for Falkirk which would include a community needs assessment for cultural activities and development of a long-range capital improvement/maintenance plan.
- LU-pp **Neighborhood Meetings.** Continue the City's practice of consulting with neighborhood representatives and nearby property owners as part of the development review process.
- LU-qq **Illegal Units.** Develop an improved program to legalize or abate illegal dwelling units.

# **CIRCULATION GOALS AND POLICIES**







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## CIRCULATION GOALS AND POLICIES

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### INTRODUCTION

The General Plan looks at land use and circulation together so that traffic capacity establishes a maximum limit on desired types of development and redevelopment while still meeting other community goals. Planned circulation improvements are also related to the timing, type and amount of proposed development. In these ways, land use needs and transportation capabilities are analyzed together rather than letting one totally determine the other. The General Plan designates an amount of development which can be accommodated within an improved circulation system while maintaining acceptable traffic operating conditions. Transportation System Management (TSM) techniques (carpooling, flex hours, etc.) are assumed to remain at a constant percentage consistent with current TSM use. Increases in transit are projected through development of the proposed transitway. The transitway is expected to capture 10% of the main 101 corridor ridership, which is a reasonable capture rate based on existing suburban transit systems.

Maintaining acceptable traffic operating conditions is a major goal of the San Rafael General Plan. In Downtown, LOS E is appropriate to make use of available roadway capacity and encourage economic activity Downtown. The Congestion Management Plan standard is also to be met for the Second/Third arterials. Level of Service D is the standard for highway interchanges and arterial roads and intersections during peak hours outside Downtown. Acceptable local traffic conditions are assured through the building intensities in the land use element together with land use and circulation element policies addressing timing of development.

Additionally, the City of San Rafael will continue to actively participate in countywide efforts to develop solutions to regional transportation needs. These efforts include improvements to Highway 101, transit, and bicycle and pedestrian circulation. Emergency connectors are discussed in the Safety Element.

## CIRCULATION GOALS

- C-A *Provide a Balanced and Diversified Transportation System (Roads, Transit, Bicycles, etc.) with Adequate and Safe Circulation Coordinated with the Countywide System.*
- C-B *Maintain acceptable local circulation system operating conditions, with a goal of achieving LOS C operating conditions.*
- C-C *Achieve, through a Cooperative Effort with Regional and County Jurisdictions and Agencies, a High Quality Regional Transportation System.*

## CIRCULATION POLICIES

### **Level of Service (LOS)**

- C-1 **Level of Service.** For health, safety and general welfare, provide adequate levels of traffic service throughout the City consistent with Land Use goals and policies.
- a. **Downtown.** LOS E is the peak hour standard for Downtown intersections to permit full utilization of these streets and promote economic vitality. Downtown intersections include those on Irwin Street. The intersection of Irwin at Mission is "grandfathered" at its existing level of service F. Second and Third Streets must also meet Congestion Management Plan standards.
  - b. **Highway Interchanges and Arterial Street Intersections outside Downtown.** Level of Service D is the peak hour standard at highway interchanges and arterial street intersections.
  - c. **Other Streets outside Downtown.** Level of Service C or better shall be maintained on local residential streets and intersections.
- C-2 **Level of Service D Mid Point.** The mid point of the Level of Service D range shall be used as the PM peak hour standard for Level of Service conditions outside Downtown. Outside Downtown, San Rafael may accept traffic conditions at the bottom of Level of Service D for a definable interim time period for projects which provide a high percentage of units affordable to low and moderate income households, high tax generating uses, or needed neighborhood serving uses.
- C - 2b **Monitoring.** To assure acceptable traffic operating standards over time, monitor traffic conditions on a regular ongoing basis.

### **Timing of Development with Transportation Improvements**

- C - 3 **Timing of Development with Transportation Improvements.** For health, safety and general welfare reasons, new development is to be constructed only after needed circulation project funding has been guaranteed, circulation project environmental review has been completed, and findings have been made that the time frame for completion of the needed circulation improvements will not cause level of service standards to be exceeded. **Major** needed circulation improvements in specific areas affected by this timing policy are listed below. Other circulation improvements identified in Policy C-8 may also be necessary to maintain LOS standards.
- a. **St. Vincent's/Silveira/portion of Marinwood**
    - Lincoln-Los Ranchitos connector;

- East side arterial to St. Vincent's Parkway;
- North San Pedro and Merrydale Road improvements;
- Lucas Valley Road/Smith Ranch Road/101 interchange improvements;
- Marinwood Overcrossing improvements

Additionally, dedication of the east side arterial right of way from St. Vincent's Parkway to the northern boundary of the Planning Area is desirable; and a decision must be made by the Highway 101 Committee on the ultimate mode and service design for the Northwestern Pacific transitway (See also the St. Vincent's/Silveira section).

**b. Terra Linda**

- Lucas Valley Road/Smith Ranch Road/101 interchange;
- Manuel Freitas Parkway/Merrydale Overcrossing;
- North San Pedro and Merrydale Road improvements

**c. Northgate East**

- Lucas Valley Road/Smith Ranch Road/101 interchange;
- Manuel Freitas Parkway/Merrydale Overcrossing;
- North San Pedro and Merrydale Road improvements

Additionally, new development at the Marin Ranch Airport is also contingent on construction of the Lincoln-Los Ranchitos connector, and the east side arterial through to Smith Ranch Road.

**d. Civic Center/Santa Venetia**

- North San Pedro and Merrydale Road improvements;
- Manuel Freitas Parkway/ Merrydale Overcrossing

Additionally, major new Civic Center office development not included in the 1982 Northgate Plan is also contingent on construction of the Lincoln-Los Ranchitos connector, and additional improvements at Merrydale and 101. (see Policy NG-9)

**e. [deleted]**

**f. East San Rafael/Francisco Blvd. West**

- I-580/101/Bellam Blvd. interchange;
- I-580 Overcrossing and Bellam Blvd. southbound ramp relocation.

## ***Traffic Capacity Allocation***

- C-4 Trip Allocations.** In the most traffic sensitive areas, (North San Rafael, Northgate and East San Rafael/Francisco Blvd. West), individual parcels have been assigned a proportion of area trips based on p.m. peak hour trip generation in order to achieve Level of Service standards. Trip allocations are detailed in Appendix B and are updated periodically to delete built projects and reflect subdivisions. These allocations may not be exceeded (except as permitted for Bonus Trips) and are consistent with General Plan Floor Area Ratios for typical uses.
- Undeveloped (vacant or unimproved) parcels have been provided trip allocations for full development; any historic trips from temporary uses on the site in calendar year 1986 are included within the site's trip allocations in Appendix B.
  - Partially developed (underdeveloped) parcels listed in Appendix B have a right to their historic use trips in calendar year 1986 plus trip allocations in Appendix B.



- Developed parcels have a right to their historic trips as of calendar year 1986; no additional trip allocations are provided to these sites in Appendix B.

In other parts of the Planning Area, designated Floor Area Ratios and residential densities are used to determine intensity of use and trip generation.

- C-5 Trip Transfers.** Trip transfers among sites shall not generally be allowed. The City will reserve any unused trip allocations after approval of projects for city/public benefit purposes, such as affordable housing and as a means to guarantee acceptable transportation operating conditions. However, consolidation of trip allocations may be allowed, at the discretion of the City, where all of the following is shown by the applicant:
- a. Parcels to which trips have been allocated are held under common ownership
  - b. Traffic impacts the same intersections and roadways
  - c. Total trips for all parcels shall not exceed the total allocation
  - d. Such transfer of trips would not result in additional significant adverse environmental impacts on the City's circulation system.
  - e. The parcel from which trips have been transferred would continue to have sufficient trips for varied uses consistent with the land use designation.
  - f. Floor Area Ratio limits would not be exceeded.
- C-6 "Bonus" Trips.** In the Northgate/North San Rafael and East San Rafael/ Francisco Blvd. West areas, limited numbers of non-parcel-specific trip reserves are available for high priority uses: affordable housing, needed neighborhood serving uses, and high tax generating uses. In addition, to the extent that reserves are available, parcels developed at less than the permitted FAR or density may request trips from limited underdeveloped parcel reserves. Trip reserves are identified in the General Plan Appendices.
- C-7 Projects in a Circulation Impacted Area.** Where there is limited circulation capacity for which projects are competing, projects which shall receive priority citywide include projects providing significant amounts of affordable housing, high tax generating uses, or needed neighborhood serving uses. Additional high priority uses may be established for different areas of the City. In 1987, this policy applies to projects affecting the I-580/101/Bellam, the Lucas Valley Road/Smith Ranch Road/101 and the Freitas Parkway/101 interchanges. A procedure shall be established for processing such applications in a timely fashion. Refer to Program C-b. For projects which the City grants priority based on revenue to the City by high tax generating uses, that priority status may be conditioned upon the City's commitment to allocate some of the tax revenue generated to funding of traffic improvements in the area of limited circulation capacity.

## ***Transportation Improvements***

- C-8 Planned Roadway Improvements.** Provide the following roadway improvements, as further described in the Circulation Background, in a timely manner:

### *Highway 101 Improvements*

Widen Highway 101 to eight lanes from Sir Francis Drake Blvd. East to the I-580/101/Bellam Blvd. interchange, and to ten lanes from the I-580/101/Bellam Blvd. interchange north, subject to modification based on the Phase II Highway 101 Corridor Study recommendations. This widening will include HOV lanes throughout San Rafael. Reconstruct the I-580/101/Bellam interchange.



### *Other Improvements (no priority listing)*

- a. Widen the Marinwood overpass over Highway 101
- b. Construct the proposed St. Vincent's Parkway and Silveira Drive in North San Rafael
- c. Construct a local collector street north of St. Vincent's Parkway
- d. Extend North Redwood Drive
- e. Construct the proposed east side arterial (McInnis Parkway) between Civic Center Drive and the Planning Area's northern boundary.
- f. Improve the Lucas Valley/Smith Ranch Road intersection with Highway 101
- g. Improve the Smith Ranch/Redwood intersection
- h. Widen Civic Center Drive between Freitas Parkway and North San Pedro Road
- i. Improve Las Gallinas Avenue between Freitas Parkway and Merrydale Road
- j. Widen Merrydale Road and North San Pedro Road
- k. Widen the approaches to the North San Pedro/Civic Center Drive intersection.
- l. Construct a direct Highway 101 northbound on ramp at Manuel Freitas Parkway and construct improvements needed to signalize the northbound offramps at Freitas/Civic Center Drive.
- m. Construct the proposed Merrydale Road Overcrossing over Highway 101
- n. Widen Second Street from 400 feet west of Lincoln Avenue to Hetherton, and extend the northbound right turn lane on Francisco Blvd. West south of Second Street.
- o. Widen Lincoln Avenue/Los Ranchitos to three lanes between Mission Avenue and Merrydale
- p. Improve the Grand Avenue, and Second and Third Street intersections through widening of the northbound and westbound approaches
- q. Widen the northbound approach to the Mission and Lincoln intersection
- r. Realign Lindaro Street at Second and Third Streets. Widen Lindaro at Second Street
- s. [deleted]
- t. Complete Kerner Blvd.
- u. Construct a new access road to Beach Park
- v. Construct a reciprocal access driveway from the proposed Beach Park Road to Harbor Center
- w. Relocate and Improve the Highway 101/580 northbound ramps at Bellam Blvd.
- x. [deleted]
- y. Widen Grand Avenue and Francisco Blvd. East to three to four lanes between Medway and Second Streets
- z. Extend Andersen Drive as an arterial street from Bellam Blvd. to "A" Street and related improvements
- aa. Extend Rice Drive to Andersen Drive
- bb. Relocate the Highway 101/580 southbound ramps at Bellam Blvd. and construct a new highway overcrossing over Highway 580
- cc. Provide miscellaneous signalization improvements throughout the Planning Area as described in the Circulation Background.

- C-9 **Roadway Design and Landscaping.** In addition to safety and capacity considerations, design roadway projects to be attractive and to include drought tolerant landscape buffer areas where possible. Special attention should be given design/landscaping along Highway 101 and I-580.

### ***Transit***

- C-10 **Transit.** The development of a safe, efficient, reliable transit system to provide a convenient alternative to driving is encouraged. The City will continue to work with neighborhoods, the Marin County Transit District and Golden Gate Bridge Highway and Transportation District to provide increased handicap-accessible, Marin to Sonoma transit and local shuttle bus services. The City's role will consist of monitoring existing service for responsiveness to resident's and employer needs, acting as a conduit for public input to the transit operators of the Marin County Transit

District and the Golden Gate Bridge, Highway and Transportation District, and advocating changes in transit service delivery based upon public input and staff analysis.

- C-11 **Downtown Transit Center.** Consistent with studies for the downtown transit center and the City's desire to see elevated transitway street crossings through Downtown San Rafael, the Downtown San Rafael station should be elevated in the long term. Any changes to the facility or associated parking should consider safe and comfortable pedestrian use.
- C-12 **Proposed Transitway.** As further identified in the Circulation Background, a two-way transitway on the Northwest Pacific Railroad right of way is endorsed. Design of the transitway shall mitigate significant adverse impacts on San Rafael. Such mitigation may include realignment of the transitway to a location adjacent to Highway 101 through Downtown. Grade separated crossings are recommended to be provided through San Rafael at Bellam Boulevard, Andersen Drive, and through Downtown from Francisco Blvd. West to Mission Avenue.
- C-13 **Transitway Feeder Routes.** Excellent local feeder routes to the transit center and transit stations are required to encourage use of the transitway.
- C-14 **Transit Stations.** In addition to the Downtown Transit Center, encourage preservation of land for potential transit stations (generally 4-7 acres in size) near Andersen Drive, Civic Center Drive, Smith Ranch Road, and at St. Vincent's/Silveira.
- C-15 **Design of Projects Adjacent to Transitway.** New land uses should be designed to be compatible with potential future use of the Northwest Pacific Railroad right of way as a transitway. Noise attenuation, setbacks, access, etc. should be considered.
- C-16 **Protection of the Transitway Right of Way.** Pending completion of the Phase II Highway 101 Corridor Study, and a decision on the transit right of way disposition, any project adjacent to the right of way within the boundaries of the San Rafael Planning Area shall be designed to accommodate land sufficient to provide a 50 foot wide flat, useable right of way and necessary slopes. Following a final decision on the right of way, the right of way standards may be increased or decreased. Additionally, the City will not allow development of private or public property which may prejudice the outcome of development of the Northwest Pacific Railroad right of way transitway.

### ***Other Issues***

- C-17 **Circulation Improvement Funding.** The City will take a strong advocacy role in achieving the funding of planned circulation improvements. Comprehensive funding programs which include Federal, State, County, Redevelopment, Local Development Mitigation, and Assessment District fees should be established to fund planned improvements in various areas. Local development projects' share of the responsibility to fund improvements is based on:  
(1) the generation of additional traffic which creates the need for the improvement; (2) the improvement's role in the overall transportation network; (3) the probability of securing funding from alternative sources; and (4) the timing of the improvement.
- C-18 **Area Transportation Improvement Programs.** In North San Rafael/Northgate, East San Rafael/Francisco Blvd. West, Downtown, and the San Pedro Road Corridor, area transportation improvement programs are established to pay for planned circulation improvements as further described in the Circulation Background. In the above-mentioned areas, traffic mitigation fees shall be charged for new developments' shares of planned improvements. (See traffic mitigation fee chart in Circulation Background). The Circulation Background states that most planned



improvements are fully locally funded, however, parallel arterials to Highway 101 are identified for partial (1/4- 2/3) regional funding, depending upon the regional benefit to Highway 101. When major regional, federal or other funding amounts are known which increase or decrease the stated regional share, local fees should be adjusted.

- C-19 **County/Regional Funding of 101 Corridor Improvements.** Endorse a county/regional funding approach to pay for needed 101 corridor improvements, including the transitway, 101 widening, highway interchange improvements, and portions of parallel arterial roadways. Maximize use of federal, state and regional funds by actively seeking funds from these sources and by using locally generated funds to leverage/match these outside funding sources.
- C-20 **Coordination with Regional Plans.** Reevaluate the General Plan, and particularly the circulation section, when Phase II of the Highway 101 Corridor Study is complete. Coordinate with other jurisdictions to achieve needed 101 corridor improvements.
- C-21 **Traffic Diversions.** Minimize diversions of through traffic on local residential neighborhood streets to maintain a high quality of life in residential neighborhoods. Where local streets in neighborhoods are adversely affected by traffic intrusion and diversions from the main transportation network which includes collectors, minor and major arterials and the highway, the City will consider signing, striping, and street design changes to minimize the diversions. The City's consideration should include analysis of operational features, police and fire access, neighborhood support, and potential effects on other areas and the City as a whole.
- C-22 **Transportation System Management (TSM).** Continue to work cooperatively with the business and residential communities to minimize peak period traffic demand through a proposed comprehensive transportation system management program. TSM programs will be mandatory for large new developments and initially voluntary for existing development. The proposed voluntary program will be evaluated for effectiveness and considered for conversion to a mandatory program if performance goals are not met.

### ***Bicycle and Pedestrian Circulation***

- C-23 **Bicycle Routes.** Develop and maintain a safe and logical City bicycle route system coordinated with the Countywide system to provide an alternative to driving. The bicycle routes plan shall be implemented through capital improvement programming and pursuit of State, Federal and local funding sources. Priorities should be given to sections of routes designated in the Circulation Background and to the Northwestern Pacific Railroad right of way route. Retain the Lincoln-Los Ranchitos bicycle path in the roadway connection project.
- C-24 **Design of Bicycle Lanes.** If at all possible, include bicycle lanes in road improvement projects on any designated bicycle routes. The Public Works Department should also pursue striping of bicycle lanes in conjunction with parking prohibitions where necessary and signing of bicycle routes where appropriate. Bicycle lanes and paths should generally be designed to the standards continued in the CalTrans "Bikeway Planning and Design" section of the Highway Design Manual.
- C-25 **Bicycle Racks.** Require bicycle racks in commercial development projects as part of the conditions of approval.
- C-26 **Sidewalks.** If at all possible, include sidewalks in the design and construction of all new arterial and collector streets which provide direct access to individual sites.



- C-27 **Pedestrian Routes.** Pedestrian circulation networks shall continue to be developed to provide safe alternatives to driving.
- C-28 **Buffer Areas.** Provide landscaped buffer areas where possible between bicycle and pedestrian paths and sensitive wildlife habitat areas.

## **CIRCULATION IMPLEMENTING PROGRAMS**

- C-a **Traffic Monitoring.** Insure regular monitoring of traffic levels and intersection capacity through staffing and computer techniques. Update traffic counts in the winter and spring.
- C-b **Project Approval Procedure in Traffic Impacted Areas.** Develop a procedure for approving projects consistent with City priorities where roadway capacity is limited, several projects are competing for capacity, and needed improvements will take significant time to construct. Neighborhood committees should be used to determine "needed neighborhood serving uses."
- C-c **Circulation Improvement Committee.** A Committee, to be appointed by the City Council, composed of representatives from the City Council, Planning Commission and commercial property owners/businesses and local residents affected by impacted interchanges (Bellam/101/I-580; Freitas Parkway/101; and Lucas Valley Road/Smith Ranch Road/101), and with adequate staffing shall be established to:
  - a. Assure the City takes a proactive role in the resolution of its circulation problems
  - b. Investigate and recommend alternative approaches to timing of development
  - c. Actively seek alternate sources of funding for needed road improvements
  - d. Expedite the circulation project funding and construction process through such means as having the City, rather than Caltrans, design the improvements;
  - e. Monitor circulation project environmental review, design and construction so that needed projects occur in timely fashion
  - f. Develop other possible solutions to the problems associated with the three impacted interchanges.
- C-d **Documentation of Unused and Bonus Trip Allocations.** Develop administrative guidelines for documenting unused and bonus trip allocations in staff reports approving projects and for keeping track of unused and bonus trip allocations over time.
- C-e **Circulation Element Revision.** Evaluate and revise the circulation section and General Plan assumptions as new countywide transportation information becomes available, through Countywide Plan review or other regional studies.
- C-f **Capital Improvement Program.** A long term capital improvement program based on Circulation Plan improvements, will be developed to address regional, citywide and neighborhood transportation needs.
- C-g **Andersen Drive Terminus.** Evaluate and identify the proposed terminus of the Andersen Drive extension.
- C-h **101 Landscaping.** The City shall review all Caltrans Plans for Highway 101 improvements and request that the plans incorporate attractive, drought tolerant landscaping along the Highway right of way.

- C-i **Transit Service Evaluation.** Identify local transit needs based on public comments to the City. Relay such comments to transit providers.
- C-j **Coordination with Transit Providers.** Coordinate with transit operators and advocate changes in transit service based on review of operator proposals and known local problems.
- C-k **Downtown Transit Center.** Make final decision on design and construct Downtown Transit Center. Design of the Center should not prejudice development of the transitway and should be consistent with City requirements and ordinances.
- C-l **Regional Transportation Participation.** Continue participation in cooperative, regional Highway 101 corridor efforts to meet future transportation needs.
- C-m **Regional Funding of 101 Corridor Improvements.** Promote and achieve new funding sources for Highway 101 Corridor improvements.
- C-n **Transit Stations.** Publicly owned surplus lands and private property along the NWPRR right of way should be evaluated for potential right of way expansion and/or transit stations.
- C-o **Area Transportation Improvement Program.** Develop and/or revise ordinances as needed to implement the area-wide Transportation Improvement Programs.
- C-p **TSM Program.** In conjunction with employers, the City shall adopt a transportation systems management program consistent with Congestion Management Plan and Air Quality requirements.
- C-q **Safe Walking/Bicycling to Schools.** With School District assistance, develop safe walking and bicycling route plans for San Rafael schools. These plans shall identify needed lighting, signs, bicycle lane improvements, and other measures to improve school children safety.
- C-r **Evaluate Bicycle Route System.** Evaluate bicycle needs and opportunities annually and coordinate with the County Bicycle Coordinating Committee.
- C-s **McInnis Parkway Preliminary Design Study.** Prepare a preliminary design study for McInnis Parkway. If possible the study should be accomplished in conjunction with the Phase II 101 Corridor Study.





# **HOUSING GOALS AND POLICIES**





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## HOUSING GOALS AND POLICIES

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### INTRODUCTION

The discussion and analysis in both the Land Use and Housing Background sections of the General Plan support the need for a variety of housing types and especially affordable housing in San Rafael. Specifically, this includes meeting the housing needs of low and moderate income residents, young families, seniors on fixed incomes, public service employees, single parents, lower paid workers, etc. This particular section of the General Plan covers City goals, policies and implementing programs for housing.

### HOUSING GOALS

- H-A Encourage provision of a Habitable Dwelling for Every City Resident ; Meet the Housing Needs of all Economic Segments of the Community, including the City's Fair Share of Regional Housing Need; and Promote throughout the Community a Mix of Housing Types Responsive to Household Size, Income, Age and Accessibility Needs.*
- H-B Protect and Conserve the Existing Housing Stock .*

### HOUSING POLICIES

#### *The City's Role*

- H-1 City Leadership.** Provide an active leadership role in helping to attain the objectives of the City's Housing Element by following through on the actions prescribed in the Housing Element in a timely manner and monitoring progress annually.
- H-2 Public Participation.** Encourage and support public participation in the formulation and review of the City's housing policy, including encouraging neighborhood level planning and working with community groups to advocate programs which will increase affordable housing supply and opportunities.



- H-3 **Redevelopment Agency.** Promote residential opportunities in the redevelopment area, where appropriate, through the unique powers of the Redevelopment Agency.
- H-4 **Housing Discrimination.** Provide housing opportunities for all people and take appropriate actions when necessary to prevent discrimination in the local housing market.
- H-5 **Project Review Process.** Facilitate fast-track project review by shortening the review time where appropriate for affordable and special need housing projects.

### ***Protecting and Conserving Existing Housing***

- H-6 **Housing Rehabilitation.** Pursue funding for conservation and rehabilitation of the viable older housing stock in the City to preserve neighborhood character and, where possible, to retain a supply of low and moderate income units.
- H-7 **Condominium Conversion.** Except for limited equity cooperatives and other innovative housing proposals which are affordable to low and moderate income households, prohibit conversion of existing multiple family residential units to market rate condominium unless the City's rental vacancy rate is above 4.5 percent.
- H - 8 **Displacement of Residential Units.** Maintain most of the City's existing stock of lower cost units. Contempo Marin and Downtown area housing are examples of this type of housing stock to be preserved. Conversions may be permitted only with provision of new units of the same (or more) number and similar (or lower) price range units. In addition, consolidation of units in an apartment may be acceptable if all proposed units are affordable to very low and low income households. Limited exemptions are provided in the zoning ordinance.
- H-9 **Protection of the Rental Housing Stock.** Promote the retention of rental units and encourage rental subsidy programs which can be applied to existing housing. Give high priority to protection of assisted low income units.
- H-10 **Conversions to Groups Quarters.** Allow conversion of appropriately located and constructed units to group quarters provided the conversion is based on suitable standards and meets San Rafael's share of the County's special housing needs.
- H-11 **Housing Conditions.** Protect residents and maintain the housing stock by enforcing the housing code for all types of residential units.
- H-12 **Energy Conservation Improvements.** Promote energy conservation programs which provide assistance for energy conservation improvements.
- H-13 **House Sharing.** Encourage and facilitate house sharing in appropriate locations where it would provide housing for low and moderate income residents and not significantly impact the neighborhood (parking, access, etc.).
- H-14 **Upgrade Existing Residential Areas.** Protect, conserve and upgrade the existing housing stock or existing residential areas where possible and appropriate.
- H-14b **Preserve Housing Stock.** To preserve the existing housing stock, legal residential units as of January, 1991, except for those in the Marine, Light Industrial/Office, and Industrial land use designations, are considered conforming units and should be retained, or replaced if damaged or destroyed.

## ***New Market Rate and Below Market Rate Housing***

- H-15 **Future Development.** Future development shall be planned based on public facility and service capacity, community wide needs, sound Citywide and neighborhood planning and public improvement programming.
- H-16 **Mixed Use.** Encourage development of residential uses in existing commercial areas where the viability of the area will not be adversely affected and the site or area will be enhanced by linking workers to jobs, users to commercial services and providing shared use of the site or area.
- H-17 **Quality Affordable Housing.** Encourage new affordable new housing that is of quality construction and design to meet local demographic needs and to complement existing neighborhoods.
- H-18 **Innovative Housing Approaches.** Encourage innovative housing approaches in financing and design of units to increase the availability of low and moderate income housing.
- H-19 **Below Market Rate Housing in Market Rate Residential Projects.** Residential projects of 10 or more lots/units shall be required to provide at least 10% of their units affordable to moderate income households at 80-100% of median income for at least 40 years. The City's primary intent is the construction of units on-site. If this is not practical, the City will allow other alternatives of equal value, such as in-lieu fees, construction of units off-site, donation of a portion of the property for future non-profit housing development, etc.
- H - 20 **Affordable Housing Projects.** Projects with high percentages of units affordable to low and moderate income households are desired, high priority projects. The following bonuses may be provided for projects which provide more than 15% of total units affordable to low income (50-80% of median) and moderate income (80-100% of median) households, with at least 8% for low income households for at least 40 years:
- a. Density/traffic allocation bonuses from a limited number of unallocated bonus trips as noted in the General Plan Appendices.
  - b. "Fast track processing".
  - c. Height bonuses of twelve feet in the Fourth Street Retail Core and the Second/Third Mixed Use East zoning districts and a six foot height bonus in the West End Village zoning district.
  - d. Waiver/reduction of fees.

To achieve a density bonus, units must be constructed on site, and, generally, only if the main project is age restricted can density bonuses be age restricted. Further, use of density bonuses is limited to medium and high density and mixed use land use designations. Density bonuses may be granted in low-density districts in the following limited circumstances: senior housing projects exclusively affordable for 40 or more years to very low, low or low and moderate income households, with at least 40% for very low or low income households, on flat sites (less than 10% slope) more than one acre in area, within 1,500 feet of transit stops and services such as grocery stores and pharmacies.

Affordable senior housing projects receiving density bonuses in low density districts shall be designed in consideration of neighborhood scale. Designing in consideration of neighborhood scale shall include, but not be limited to, limiting building height to thirty feet, and applying design techniques to make any apparent massing of the proposed project compatible with the surrounding neighborhood. The project shall also provide adequate parking. Affordable senior housing projects receiving density bonuses in low density districts shall be approved only if adequate trip allocations, including bonus trips, are available and are assigned to the project site consistent with the circulation policies of the General Plan.



- H-21 **Resale Controls on Owner-Occupied BMR Units.** Require resale controls on owner-occupied BMR units to insure that affordable units provided through public assistance or public action are retained for 40 years or more as affordable housing stock.
- H-22 **Rent and Income Restrictions on Rental BMR Units.** Require rent and Income restrictions on rental BMR units to insure that affordable units provided through public assistance or public action are retained for 40 years or more as affordable housing stock.
- H-23 **BMR Eligibility Priorities.** In order to meet a portion of the City's local housing need, consistent with Association of Bay Area Governments (ABAG) Housing Need Determinations, and as a traffic mitigation measure, the City will, to the extent consistent with applicable law, consider offering a portion of the BMR units in a project for City employees, people working in the City of San Rafael and people working in Marin County.
- H-24 **Limited Equity Cooperatives.** Encourage limited equity residential cooperatives and other non-profit enterprises such as self-help projects designed to provide affordable housing.
- H-25 **Cooperative Ventures.** Encourage cooperative and joint ventures between owners, developers and community non-profit groups in the provision of Below Market Rate housing to meet the needs of San Rafael's diverse population.
- H-26 **Manufactured Housing.** Allow creative, quality manufactured housing options as a means for providing affordable housing.
- H-27 **New Housing Eligible for Subsidy.** Encourage projects to pursue subsidies to reduce the cost of the units, such as Section 8 or similar programs which provide very low and low income housing.
- H-28 **Second Units.** Encourage the voluntary delivery of rental housing, especially for senior households, single parents and young families, by allowing second dwelling units in locations consistent with ordinance requirements and criteria.
- H-29 **School Sites.** Assist and support school districts in using available sites for residential purposes consistent with other community needs.
- H-30 **Illegal Units.** Protect residents and the housing stock by abating illegal units. The Code Enforcement Officer shall continue to investigate illegal units which are reported to the Planning Department.
- H-31 **In-Lieu Fees for Non-Residential Projects.** Consider requiring in-lieu housing fees for non-residential projects.
- H-31b **Redevelopment Area.** Regardless of other housing policy, housing projects in the Redevelopment area must comply with applicable Health and Safety Code sections regarding affordability. Such law currently (1993) requires that, within the Redevelopment Area, 15% of units developed or rehabilitated by public or private entities other than the Redevelopment Agency (including such entities receiving Agency assistance) must be affordable to low and moderate income persons and households with at least 6% affordable to very low income and 2% affordable to low income. Projects developed by the Redevelopment Agency must meet higher requirements.

## ***Special Housing Needs***

- H-32 **Special Needs.** Encourage a mix of housing units throughout the City including those for families with children, single parents, young families, lower income seniors and the disabled. Accessible units shall be encouraged in all projects.
- H-33 **Low Income Housing.** Encourage provision of low income housing units, especially for single persons, single parents, elderly and young families.
- H-34 **Housing for Smaller Families.** Encourage smaller, affordable family units.
- H-35 **Rental Housing.** Encourage the construction of rental units and protection of the existing rental housing stock.
- H-36 **Favor Non-Age Restricted Housing.** City policy recognizes that San Rafael is a desirable location for senior-only projects. Generally, market rate senior-only projects will be discouraged for the purpose of preserving housing opportunities for workers; retaining a diversified population base; and the difficulty in converting such projects to unrestricted residential projects due to lack of parking should market demand change.
- H-37 **Senior Residential Project Locations.** Low and moderately priced senior housing projects may be developed on medium and high density residentially designated flat sites (less than 10% slope) within 1,500 feet of transit stops and services such as grocery stores and pharmacies. Density bonuses above General Plan densities may be considered for senior projects on medium and high density residentially designated sites consistent with trip allocations for the site in Northgate and East San Rafael, considering project parking needs and neighborhood scale.
- H-38 **Monitor Housing Production.** The City will monitor housing production annually to review achievements in meeting the community's housing goals.
- H-39 **Neighborhood Mix of Residential Care Facilities and Emergency Shelters.** The City of San Rafael recognizes the need for and desirability of residential care facilities. The City of San Rafael shall encourage a dispersion of facilities, and avoid an over concentration of residential care facilities and shelters for the homeless in any given area. The City of San Rafael believes that an over concentration of such facilities may negatively impact the neighborhood in which they are located and interfere with the "normalization process" for clients residing in such facilities. Over concentration cannot be numerically defined because of the Fair Housing Act Amendment, but placement must be considered by staff, decision-making bodies and applicants in light of the above.
- H-40 **Neighborhood Relations Involving Emergency Shelters and Residential Care Facilities.** The City of San Rafael shall encourage positive relations between neighborhoods and providers of emergency shelters and residential care facilities. Providers or sponsors of emergency shelters, transitional housing programs and community care facilities shall be encouraged to establish outreach programs with their neighborhoods. It is recommended that a staff person from the provider agency be designated as a contact person with the community to review questions or comments from the neighborhood. Outreach programs may also designate a member of the local neighborhood to their Board of Directors. Neighbors of emergency shelters, transitional housing programs and community care facilities shall be encouraged to provide a neighborly and hospitable environment for such facilities and their residents.



- H-41 **Admissions Priority for Emergency Shelters for the Homeless.** Because homeless children and women may be most vulnerable to crime and adverse conditions on the street, the City of San Rafael encourages providers or sponsors of emergency shelter programs to establish admissions priority systems which give first priority to children and women.
- H-42 **Single Room Occupancy Units.** Single Room Occupancy (SRO) units offer a unique housing resource in the community as an alternative to more expensive rental apartments and larger units. The City will encourage construction of new SRO units and protection of the existing SRO unit supply.

### ***Housing Opportunity Areas***

- H-43 **Housing Opportunity Areas.** Given the diminishing availability of developable land, the City will identify housing opportunity areas and sites where a special effort will be made to provide affordable housing. Housing Opportunity Areas should have the following characteristics:
- a. The site has the potential to deliver sales or rental units at low or below market rate prices or rents.
  - b. The site has the potential to meet special housing needs.
  - c. The City has opportunities, through ownership or special development review, to facilitate provision of housing units to meet its housing objectives. The City will allow high densities if at least 20% of the units are affordable to low and moderate income households for at least 40 years.
- H-44 **Selection of Housing Opportunity Areas.** The City will use the following criteria in selecting Housing Opportunity sites or areas.
- a. Adequate vehicular and pedestrian access
  - b. Convenient access to transit (or the project must be able to provide transit to meet the needs of the project's prospective residents).
  - c. Convenient access to neighborhood services and facilities as needed by the prospective residents.
  - d. Convenient access to neighborhood recreation facilities, or designed to provide adequate recreation facilities on site.
  - e. Cost effective mitigation of physical site constraints (including geologic hazards, flooding, drainage, erosion, steep slopes, soils constraints, wetland limitations, etc.).
  - f. Cost effective provision of adequate services and utilities to the site.
  - g. Ability to meet applicable noise requirements.
  - h. Adequate site size to provide adequate parking; parking requirements should be flexible based on the needs of the project's prospective residents.
  - i. Finding that development of a specific project on the site will not result in significant adverse cumulative effects, unless the City adopts a statement of overriding considerations.

## IMPLEMENTING PROGRAMS

### *Actions to Enhance The City's Role in Meeting Housing Needs*

- H-a     **Housing Specialist Position.** In order to place emphasis on housing needs in day-to-day decisions, the City will continue to fund a Housing Specialist position primarily responsible for coordinating housing related issues and assisting in implementation of housing projects and related programs. The Housing Specialist will also work with non-profit housing groups to respond to specific needs within the City. Target: Position created, ongoing; City Manager and Redevelopment Agency.
- H-b     **Housing Fund.** The City will seek funds from public and private sources for the City's Housing Fund in coordination with the Redevelopment Agency's Low Income Housing Fund to implement or supplement the City's housing programs. To further implement this program, the City will establish administrative guidelines for the use of Housing Fund money. Possible uses of the fund and sources of money to consider when establishing the administrative guidelines include:
- a. Possible Uses:
    - Land acquisition for BMR housing
    - Capital improvements for BMR projects
    - Rehabilitation Loans
    - Direct assistance to BMR homebuyers
    - Rental assistance
    - Replacement of waived or reduced fees
    - Other implementation actions
  - b. Possible Sources of Funding:
    - In-lieu fees collected through BMR program
    - Redevelopment Bonds and Set Aside
    - Community Development Block Grant funds
    - Marin Community Foundation
    - Ballot measure approved by San Rafael voters
    - Other City funding
- Target: Housing Fund implementation is ongoing ; Development of administrative guidelines for the Housing Fund by 1992; Housing Specialist, City Manager.
- H-c     **"Fast Track" Processing and Reduced Fees for Affordable Housing Projects.** The City will "fast-track" and reduce or waive fees for projects which provide at least 15% BMR housing for 40 years, with at least 8% for low-income households, as defined in H-20. "Fast-tracking" and fee waiver or reduction procedures will be established within the City and in coordination with other review agencies. Target: Ongoing; Planning Department.
- H-d     **Adequate Staff.** The City will maintain adequate Planning and Building staff levels to process required permits in a timely fashion. Target: Annual review as part of budget process; City Manager.
- H-e     **Neighborhood Meetings.** Require developers to have neighborhood meetings with residents as part of any major development application consistent with the City's Neighborhood Meeting Procedures. Target: Encourage meetings on a case-by-case basis; Planning Department.
- H - f     **Preparation of Neighborhood Plans.** The City will prepare neighborhood plans per the priorities in the General Plan's Implementation Section. Such plans will emphasize affordable housing and preserving existing housing, as well as other issues, such as parking, commercial development, infrastructure, redevelopment, mixed use, land use, implementation, etc. Neighborhood Plans

called for in the General Plan will be prepared consistent with the most recent General Plan Implementing Program Priorities. Target: Preparation of neighborhood plans per the priorities in the General Plan's Implementation Section; Planning Department.

- H-g **Housing Element Revision.** The City will revise its Housing Element, consistent with State Law requirements by 1995. Target: July, 1995; Planning Department.
- H-h **Development Review and Streamlining.** The City will revise the Zoning and Subdivision Ordinances consistent with the General Plan to provide clear guidelines and incentives for the development of housing in conformance with current State laws. Ways to streamline processing will also be included in these ordinance updates. Target: Update the Zoning Ordinance by 1991; Begin update of the Subdivision Ordinance by 1993; Planning Department.
- H-i **Redevelopment Agency Powers.** The Redevelopment Agency will use its unique powers to reduce the costs and expedite the construction or rehabilitation of low and moderate income housing through actions such as combining parcels, writing down land costs, etc. Redevelopment Agency funds will be set aside each year for development or rehabilitation of housing affordable to low income households. Target: Ongoing; Redevelopment Agency.
- H-j **Technical Assistance to Non-Profit Groups.** The City will provide technical assistance to non-profit groups organized to encourage provision of affordable housing and sponsors of both large and small affordable housing projects. The City will facilitate provision of affordable housing by providing technical assistance and establishing the Housing Specialist in a liaison role with non-profit housing groups. Target: Ongoing; Planning Department, Housing Specialist and Redevelopment Agency.
- H-k **Housing Discrimination.** The City will take all appropriate actions when necessary to prevent discrimination in the housing market. The Planning Department shall be the responsible City department for referring questions concerning affordable housing and fair housing to the appropriate department or agency including Marin Mediation Services. City staff will also distribute fair housing pamphlets provided by such agencies and coordinate with other groups such as La Familia and the Housing Center. Target: Ongoing; Planning Department.

### ***Existing Housing Conservation Actions***

- H-l **Maintain Existing Residential Zoning.** Revise R-3 and R-4 Multiple Family district zones as part of the overall Zoning Ordinance revision to eliminate discretionary office uses and displacement of residential units, and rezone areas appropriately. Target: Review as part of the Zoning Ordinance revision, expected to be completed by 1991; Planning Department.
- H-m **Rehabilitation Loan Programs.** Continue to support rehabilitation loan subsidy programs. In cooperation with the Marin County Housing Authority (MCHA), the City will improve citizen awareness of rehabilitation loan subsidy programs. Specific actions include: (a) housing pamphlets on the programs available at City Hall and the library; (b) contact with neighborhood groups and associations; (c) posting of notices in specific neighborhoods, as needed. The City will also focus building code enforcement tied to the availability of rehabilitation loans for specific areas. Targets for these programs include: (1) Residential Rehabilitation Loan Program (MCHA) - 40 low income units rehabilitated between 1988-July, 1995 (assumes that the San Rafael Planning Area continues to receive about 10% of the funds available); (2) Rental Rehabilitation Program (MCHA) - 100 low income rental units rehabilitated between 1988-July, 1995.



- H-n **Presale Inspections.** Continue presale inspection program and special inspections with improved means to gain compliance with housing code and zoning standards for all residential units. The City will continue to administer this program and consider ways to improve its effectiveness. Target: 10,200 units inspected between 1988-July, 1995 (assumes an average of 1,200 units inspected annually, which has been the rate over the last three years).
- H-o **Condominium Conversions.** Enforce existing condominium conversion policy and amend the existing condominium conversion ordinance as part of comprehensive rezoning effort. Consider amendments to the condominium conversion ordinance; including: (1) prohibit conversions when the vacancy rate for San Rafael's rental stock is below 4.5%; (2) exempt limited equity residential cooperative which guarantee long-term affordability for the units; and (3) when units are converted, require low and moderate income units, relocation assistance, right of first refusal, etc. Target: Begin revisions to the Subdivision Ordinance to be consistent with the General Plan by 1993; Planning Department.
- H-p **Rental Housing Assistance.** Encourage Federal, State and Local rental housing programs. Continue to work with the Marin County Housing Authority to implement the Section 8 and Project Independence rental assistance programs, and any similar programs. Target: Annual assistance as follows: (1) Section 8 Certificates and Vouchers: 560 households provided assistance per year, with 530 very low income and 30 low income (assumes continued funding at about the same rate as present levels; currently 561 households are being assisted); (2) Project Independence: 15 low income households provided assistance per year (assumes continued funding of program; currently 15 households in San Rafael receive assistance); and (3) continue funding the Rebate for Marin Renters (RMR) program through 1991 (10 low income households provided assistance per year). Allocate funds for the program as appropriate. If no other funding is available, consider implementing a local rebate program through the Housing Authority.
- H-q **Acquisition of Rental Housing.** Strongly encourage the acquisition and rehabilitation of rental housing by non-profit organizations. The City will work with non-profit sponsors seeking to acquire rental housing units in order to maintain ongoing affordability of the units. This will include, but not be limited to: (1) support necessary to obtain funding commitments for governmental and non governmental grants; (2) "fast-track" processing; (3) possible waiver of fees, as appropriate; and (4) use of the City's Housing Fund. Target: 75 units (25 very low income and 50 low income) between 1988-July, 1995 (assumes project feasibility and non-profit sponsor interest).
- H-r **Energy Conservation.** Support energy conservation programs which provide assistance for energy conservation improvements. In cooperation with Community Action Marin-Energy and PG&E the City will promote citizen awareness of energy conservation programs. Target: 1,445 low income units provided energy conservation improvements under the Home Weatherization Program between 1988-July, 1995 (assumes 170 units per year, consistent with recent program achievements).
- H-s **Housing Displacement Downtown Study.** Assure replacement housing and relocation assistance for existing tenants when displacement occurs. Develop specific guidelines for use when displacement occurs, including (1) relocation assistance; (2) construction of replacement housing; and (3) in-lieu fees, etc. Unreinforced Masonry provisions should consider impacts on existing Single-Room Occupancy and other apartment units. Target: Adopt appropriate guidelines or ordinances to respond to potential housing loss and tenant displacement by 1994; Planning Department.
- H-t **Contempo Marin Mobile Home Park.** Implement the Mobilehome Rent Stabilization Ordinance and develop a specialized zoning district to insure preservation of Contempo Mobile Home Park. Target: 1994; Planning Department.

- H-u **Actions Related to Subsidized Rental Projects.** Monitor subsidized rental projects, in particular, San Rafael Commons. At least two years before use restrictions run out, negotiate with property owners to extend subsidies, or assist in development of other solutions. Consider development of ordinances to discourage conversion of subsidized units to market rate units, where not preempted by State or Federal law. Target: Preservation of all assisted units; Housing Specialist.

### ***Actions Related to New Market Rate and Below Market Rate Housing***

- H-v **New Housing Construction.** Review new housing projects (private, non-profit and public agencies) and encourage those projects which meet the City's housing needs. Continue to review and process development applications. Target: 2,210 new units between 1988-July, 1995 (assumes an average of 260 units built per year over eight and a half years (1988-July, 1995). This rate is generally consistent with historical construction activity, and assumes infrastructure capacity.
- H-w **BMR Resale Regulations.** Provide resale regulation of low- and moderate-income units and assure that these units remain at an affordable price level. Implement resale controls and coordinate with the Marin County Authority to assure that units remain affordable to low- and moderate-income households through appropriate provisions to control: (1) appreciation of the units; (2) resale mechanisms; and (3) potential abuses. Target: Ongoing; Planning Department.
- H-x **BMR Rental Regulations.** Develop rental restrictions for BMR rental projects to assure that these units remain at an affordable price level. Target: 1991; Housing Specialist.
- H-y **BMR Eligibility Guidelines.** Develop BMR Eligibility Guidelines based on the BMR eligibility policy. Target: Adopt guidelines by 1993; Housing Specialist.
- H-z **Limited Equity Cooperatives.** Encourage limited equity cooperatives and other kinds of finance programs which have resale controls. Review ordinances to insure that regulations allow these kind of "ownership" programs and coordinate with groups seeking to undertake this activity. Target: 50 (25 low income and 25 moderate income) limited equity cooperative units between 1988-July, 1995.
- H-aa **Mixed Use.** Allow mixed residential-commercial uses in areas consistent with the Land Use Plan. Revise ordinances to accommodate residential uses in identified areas. Target: The construction or approval of 35 moderate income units in mixed use areas between 1988-July, 1995 (assumes about 5 mixed use units per year).
- H-bb **Accessible Units for the Physically Disabled.** The City will facilitate programs and projects which meet Federal, State and local requirements to provide accessibility for the physically disabled in residential units and will promote affordable accessible housing for the physically disabled. The City will encourage accessible units in all new projects; additionally, where outside funding is involved, the City will insure compliance with funding agency requirements for units accessible to the physically disabled. Target: 5% of the units built or approved should be adaptable for the physically disabled; Planning and Building Departments. The City will also evaluate requiring accessible units in new projects of four or more units. Target: 1992; Planning Department.
- H-cc **Subsidized Housing Programs.** Encourage Federal, State and locally subsidized new housing construction programs. Encourage project sponsors to apply for available Federal, State or local subsidies for their project. The City will also lobby Federal and State elected officials for housing legislation that includes appropriations for low and moderate income housing programs. Examples of programs include Mortgage Revenue Bonds, Mortgage Credit Certificates and



Redevelopment Agency Tax Increment Financing. Target: 100 units (25 very low income, 50 low income and 25 moderate income) between 1988-July, 1995; Housing Specialist, Redevelopment Agency and Planning Department.

- H-dd **Affordable Housing Incentives and Regulations.** The City will develop density bonus guidelines and incentives for renter and ownership projects which provide a minimum of 15% of total units affordable to low and moderate income households for 40 years, as defined in policy H-20. Procedures for defining and monitoring "affordable" rental projects shall be included in this work effort. Target: construction of 220 moderate income units between 1988-July, 1995 (assumes that 10% of the 2,210 new market rate units anticipated to be constructed between 1988-July, 1995 are below market rate units). Develop guidelines and incentives for ownership and rental projects. The City will also consider establishing a sliding scale for fee waivers or reduction in fees for those projects which provide a higher percentage of low and moderate income units. Additionally, develop guidelines and procedures for defining, monitoring and regulating ongoing affordability of rental projects by 1991; Housing Specialist.
- H-ee **Below Market Rate Housing in Market Rate Residential Projects Evaluation.** Evaluate and consider changes to the City's BMR housing requirements (Policy H-19), including: (1) Increasing the minimum requirement for the portion of units affordable to moderate income from 10% to 15%; (2) establishing requirements for projects below 10 units; and (3) increasing the minimum requirements under Policy H-20 for Affordable Housing Projects. Target: 1992; Housing Specialist.
- H-ff **Emergency Housing.** Participate in the Countywide Homeless Working Group in preparing a study with recommendations to the Board of Supervisors, other appointed bodies and other municipalities regarding the long-term needs of the homeless and a plan for providing emergency housing, halfway houses and homes with supervised care. 1990-91; City Manager.
- H-gg **Second Units.** Regulate and allow Second Units. Continue to implement the City's Second Dwelling Unit Ordinance. Reevaluate the ordinance as needed (longer term priority). Monitor affordability of second units. Target: Provide 35 new second units between 1988-July, 1995 (14 very low income, 14 low income and 7 moderate income units, based on the City's 1990 survey of second unit affordability). This assumes 4 new second units per year).
- H-hh **In-Lieu Housing Fees Evaluation.** Evaluate in-lieu housing fees for non-residential projects and for small residential projects of 2-9 units. Also evaluate revising residential in-lieu fees to incorporate a sliding scale based on the size of the project and housing size. Target: Evaluation to be completed by 1991; Housing Specialist.
- H-ii **Water Moratorium.** The City will urge MMWD to expedite provision of adequate new water supplies for existing and planned development and to explore other measures to provide interim solutions to expand the supply of water to allow construction of affordable housing projects. Target: 1990; Planning Department.

### ***Actions to Meet Special Housing Needs***

- H-jj **Annual Tracking of Housing Activity.** As part of the Annual Report on the General Plan, provide a statistical summary of residential building activity tied various types of housing and household need. Target: Annual evaluation of the General Plan; Planning Department. Goals and programs to preserve the social diversity of San Rafael will be developed for use in updating the Land Use Element of the General Plan in 1993. Target: 1993: Planning Department.



## ***Actions for Housing Opportunity Areas***

### **H-kk Housing Opportunity Areas.**

- a. **Former San Rafael Sanitation District site (2.5 acres).** Residential development. Permit higher density upon provision of an affordable housing project. Potential for approximately 50-55 medium density multiple family units in an affordable project.
- b. **Remaining Smith Ranch Residential Areas (25 acres).** Residential development. Potential for approximately 400 higher density multiple family units,
- c. **Downtown Parcels.** Underdeveloped parcels or groups of parcels which provide an opportunity for developing a significant number of affordable housing units. Sites should generally be at least a half acre in size.
- d. [deleted]
- e. **Silveira, St. Vincent's properties (565 + acres).** Designation of residential development in appropriate areas.

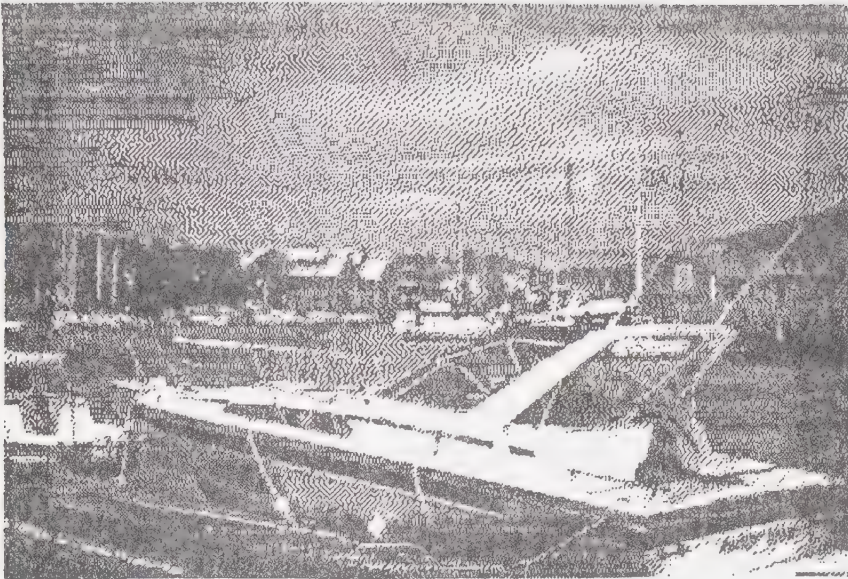
**H-ll Affordable Housing Sites Study.** The City will make the Affordable Housing Sites Study available to non-profit and other housing sponsors as a way of encouraging the construction of affordable housing. Target: Ongoing; Redevelopment Agency. In addition, the City will update the study for the purpose of identifying potential additional Housing Opportunity Areas or sites and may amend the Housing Element as appropriate, based on the study and the criteria in Policy H-44. Target: 1992; Housing Specialist.

**H-mm Housing Sites Study in Business Industrial Areas.** Evaluate the suitability of specific business/industrial parcels for residential redevelopment. Such a study would require detailed feasibility investigation of specific areas, contact with specific businesses, analysis of specific redevelopment sites, etc. Target: Longer term priority study.

# **PARKS AND RECREATION GOALS AND POLICIES**







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## PARKS AND RECREATION GOALS AND POLICIES

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### INTRODUCTION

The Recreation Element of the General Plan particularly emphasizes development of active use public park facilities. However, the Recreation Element is closely tied to the Open Space Element in that public open space areas can provide passive recreational opportunities such as hiking and picnicking. The Recreation Element identifies existing and potential public park sites and trails, schools which provide important community recreation facilities, and shoreline park band areas. The Recreation and Open Space Plan Maps differentiate between primarily open space areas and active use public parks.

This section sets out recreation policies and standards. They serve as a planning tool to maintain or improve the present level of recreation service in the community. The Recreation Plan identifies specific improvements and park and recreation facilities. Basic criteria for determining the amount, type and location of park and recreational facilities include:

1. Population standards based on a minimum acreage per a given population. Generally, California park dedication standards for local parks range from 2 to 7 acres per 1,000 population; common standards for regional parks are an additional 5 acres per 1,000 population. The City of San Rafael has a 3 acres per 1,000 population standard for local parks.
2. User standards which coordinate park user characteristics with specific types of facilities.
3. Location standards based on maximum distances from a neighborhood to various kinds of parks.

All three criteria were utilized in preparing the Recreation Plan, although population and user standards have been emphasized. Despite an abundance of City-wide and regional park and open space land in San Rafael (82 acres per 1,000 residents), there are several neighborhoods inadequately served by local recreation facilities. Deficiencies may result from inadequate space, lack of variety of facilities provided, or distance to the park. In San Rafael, space options are often limited and are not well addressed by general standards. The Recreation policies, therefore, include a specific mapped plan and program identifying potential areas for recreation improvements.

A 3 acre per 1,000 population standard is utilized for new development. This standard is based upon existing City local park totals of 138 acres for its 44,700 residents. The City commits to maintaining the existing public parkland to population ratio and subdividers will be expected to dedicate land consistent with that standard. Schools contribute an additional 150 acres of existing local recreation facilities, providing most of the City's organized sports facilities. School sites may also be the only remaining land in a neighborhood suitable for intensive recreation use. To maintain levels of recreation service, it is important that the City promote retention of key school recreation facilities, particularly as schools are sold or leased.

## PARKS AND RECREATION GOALS

- R-A *Provide throughout the City an Organized System of Recreation, Park and Open Space Areas and Facilities which Address Recreation Needs and Interests of all Residents, including Diverse Age and Income Groups and the Physically Disabled.*
- R-B *Develop, Administer and Maintain City Recreation Park Areas and Facilities so that they may be fully Utilized for the Benefit and Enjoyment of the Public and Encourage Cooperation with Private Agencies, Groups and Individuals and other Public Entities to Maximize Recreational Opportunities for the Citizens of San Rafael.*

## PARKS AND RECREATION POLICIES

### ***Standards and Requirements***

- R-1 **Standards.** Maintain, and where possible improve, the existing recreation standard of three acres of local serving public park and recreation facilities per 1000 population.
- R-2 **Park Development Criteria.** Utilize the following criteria as a guide to improving the park system:
- Neighborhood parks should serve populations of 2,000 to 5,000 within a radius of one half mile and have a minimum size of five acres.
  - Community recreational facilities should serve populations of 10,000 to 30,000 within a radius of three to five miles, have good road access, and a size of 20 acres or more (see definitions in the Recreation Background section of the General Plan).
- R-3 **Land Acquisition.** Make every effort to attain park sites as identified on the Recreation Plan map. New neighborhood park development may be staged in coordination with population growth of the neighborhood.
- R-4 **New Development.** Require the sponsors of new residential housing to provide for the recreation park needs of future residents of that development in accordance with Recreation Plan standards and Quimby Act Subdivision Parkland Dedication Requirements. Needs would be satisfied by the dedication of land and development of recreation facilities to serve the new residents. In-lieu fees would only be considered when, during project review, it becomes clear that dedication and development of parkland is not a feasible or appropriate option.
- R-5 **Onsite Recreation Facilities.** Require onsite recreation facilities in multifamily residential projects. Significant onsite recreation amenities shall be required in larger new residential development projects in Lincoln, West End, Dominican and freeway-oriented Northgate East projects, as these areas have limited nearby public recreation facilities.



- R-6 **Recreation Needs.** Respond to recreation needs identified in the Recreation Element of the General Plan and in other subsequent neighborhood and community surveys.
- R-7 **Needs of the Neighborhood.** Strive to serve all neighborhoods of significant population concentrations with a neighborhood and/or community level park which meets the needs of the neighborhood.
- R-8 **City/School Cooperation.** Continue joint development and maintenance arrangements for school recreation facilities, and strive to retain surplus school recreation facilities in accordance with the Recreation Plan. Open schools' recreation facilities are also valuable to the residential neighborhoods as resources to be retained, maintained and available for public use.
- R-9 **Relationship to Public Agencies.** Cooperate and coordinate with other governmental entities and special districts in the planning and use of recreation park facilities in areas within or adjacent to the City and coordinate trail development on City open space land with State and County trails.
- R-10 **Public Project Review.** Review all public park plans and projects as private projects would be reviewed.
- R-11 **Relationship to Private Enterprise.** Encourage private enterprise to develop commercial recreational facilities which serve special interest needs, and:
- a. Encourage compatible commercial concessions at selected community and regional parks to provide sources of funding for public parks.
  - b. Encourage major employers to provide for the recreational needs of their employees on site or in conjunction with City recreation facilities or programs.
  - c. Require high design standards and project construction inspection to insure quality development.
  - d. Provide coordinated public pedestrian access opportunities between major commercial and industrial destinations.
- R-12 **Park Design.** Design and maintain recreation facilities to be safe and attractive, and to minimize conflicts with surrounding neighborhoods, and to protect sensitive natural resource areas.
- R-13 **Bicycle Routes.** Make every effort to provide a safe and logical bicycle route system throughout San Rafael to meet both transportation and recreation needs (see Circulation Policy).
- R-14 **Trails.** Secure and develop City and County Trails designated on the Recreation Plan Map through subdivision requirements and other means. Require easement dedication and improvement of Recreation Plan-designated trails as a condition of approval of adjoining development.
- R-15 **Dual Use of Open Space.** Promote the acquisition of open space lands which could compatibly serve the dual purpose of recreation park use and preservation of the open space environment and promote coordinated City/County/State trails development on open space lands.
- R-16 **Facilities Improvement.** Encourage improvement and upgrading of existing public recreation parks and school areas and facilities wherever possible, to serve the current and future recreational needs of the community.
- R-17 **Citizen Involvement.** Encourage and facilitate the participation of individuals, citizens groups, civic organizations and those having special needs (such as physically disabled) in the recreation park planning process.



- R-18 **Voluntary Contributions.** Encourage the dedication or grant of land to the City for recreation parks, open space or other conservation or recreation use and monetary contributions or gifts in kind.
- R-19 **Sale, Lease or Contractual Agreements.** Provide that all funds derived from the sale, lease or through contractual agreements dealing with City-owned park or open space be exclusively used for park or open space acquisition, capital improvements, or operation and maintenance costs.
- R-20 **Funding.** Establish and maintain a coordinated funding program for neighborhood and community park and recreation facilities development.

### ***Specific Sites and Facilities Recommendations***

- R-21 **School Site Recreation Facilities.** At schools which are closed, or which could be closed during the time frame of the plan, attempt to secure the continued public use of the following recreational facilities. The City would only be involved in negotiations for incorporated schools sites but would encourage County or special district negotiations on unincorporated sites. Onsite density transfers would be utilized to assist in preservation of recreation facilities. Schools are prioritized in importance in the order listed.
- a. San Rafael High or Terra Linda High: Fields, gyms, tennis, swimming and parking facilities
  - b. Don Timoteo: Outside recreation facilities and day care
  - c. Santa Margarita: Sports fields, multipurpose room and play equipment
  - d. San Pedro: Playfields
  - e. Hoffman: Hoffman Field
  - f. Mary Silveira (unincorporated): Sportsfields
  - g. Old Gallinas (unincorporated): Playfields, possibly other land for park
  - h. McPhail (unincorporated): Playfields
  - i. Hartzell: Playlot
  - j. Short: Facilities for day care program
  - k. Peacock Gap site: Playlot
  - l. Lucas Valley: Playfields
  - m. Davidson: Playlot, if the playlot at Laurel Dell Primary School is lost or not maintained.
  - n. Oakview School: Playlot, fields.
- R-22 **San Rafael High Pool.** Work with the School District to review options to enclose the San Rafael High swimming pool to allow year round use or provide such a facility through more cost effective measures.
- R-23 **High School Site Park.** Provide neighborhood park facilities as a part of any community recreation facilities development at San Rafael High School or Terra Linda High School, should either school be sold.
- R-24 **Gallinas School Park.** Encourage the County to consider development of a neighborhood park at the former Gallinas School site to serve the Civic Center neighborhood.
- R-25 **San Rafael Canal and Bayfront Access.** Maximize public access to the San Rafael Canal and Bayfront in accordance with the Canal Land Use And Access and Recreation Plan Maps, and Canal/ Bayfront policy discussion.
- R-26 **East San Rafael Shoreline.** Secure and develop the unique East San Rafael shoreline band as described in the Canal/Bayfront section.

- R-27 **East San Rafael Park Development.** Secure and develop a new neighborhood park or parks in the East San Rafael neighborhood, as recommended in the East San Rafael and Canal/Bayfront sections.
- R-28 **Bret Harte Park.** Expand Bret Harte Park into hillside open space land to the south to provide picnic and hiking opportunities.
- R-29 **Peacock Gap Plan.** Provide access to open space from new developments, parks and bicycle and pedestrian access as required in the Peacock Gap Neighborhood Plan.
- R-30 **Dominican College.** If Dominican College were ever closed or sold, insure that some portion of that site for a neighborhood park facility to serve the Dominican and Montecito neighborhoods. Consider a development density transfer to secure public recreation facilities on surplus Dominican College land on AP 15-141-02.
- R-31 **Access to Boyd Park.** If possible in the future, secure a direct access from Nye Street or the end of Paloma Street to Boyd Park. Insure construction of a pedestrian access path from Boyd Park to El Cerrito Drive as recommended in the Neighborhood 13/14 Plan.
- R-32 **St. Vincent's and Silveira.** In conjunction with development of the St. Vincent's and Silveira sites, insure the development of two or more neighborhood park facilities in North San Rafael, one on the Silveira and one on the St. Vincent's property.
- R-33 **Northgate.** In conjunction with development, insure the development of a neighborhood park development at the Marin Ranch Airport site. If it is not possible to develop a park site at the Airport site, Civic Center North and vicinity properties are alternate locations.
- R-34 **Santa Venetia.** Encourage alternative use and ownership of Castro Playfield in Santa Venetia.
- R-35 **Outlying Residential Development.** Encourage the county to provide extensive on-site recreation facilities in outlying new subdivisions due to their low density character, (i.e., lack of population to support additional public neighborhood park facilities) and the distance to existing neighborhood park and school facilities.

## IMPLEMENTING PROGRAMS

- R-a **Peacock Gap Neighborhood Park.** Continue phased development of Peacock Gap Neighborhood Park.
- R-b **Pickleweed Park.** Revise and update the Pickleweed Park Master Plan.
- R-c **Subdivision Ordinance.** Adopt revised Subdivision Ordinance containing parkland dedication requirements.
- R-d **Joint Powers Agreements.** Update and expand joint powers agreements between the City and local school districts for the use, maintenance and development of school sites for recreation purposes.
- R-e **School Site Recommendations.** Designate the City/School Liaison Committee, composed of two City Council and two School Board members, as the responsible committee to identify ways to acquire important school recreation facilities on school sites to be sold, after consultations with appropriate staff and advisory commissions.

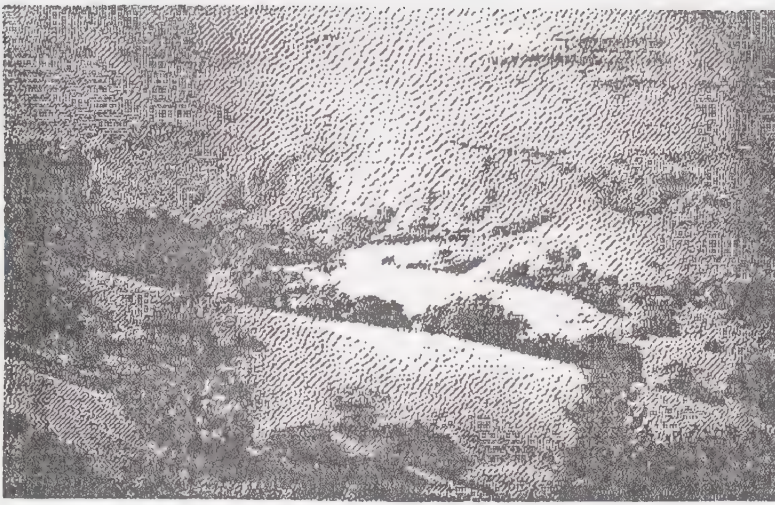
- R-f **Funding.** Pursue private donations and dedications, State, Federal and other grant sources, use of assessment districts, reasonable development requirements, use of user fees, public/private joint ventures and all other available means to implement the recreation plan. Encourage the establishment of an endowment fund or use of interest from the City's donation program to provide scholarships for recreation programs.
- R-g **Needs Survey.** Prepare an updated City-wide recreation needs survey to help provide direction for future park and program development.
- R-h **Capital Improvement Program.** Assess and develop a park and recreation facilities annual capital improvement program.





# **NATURAL ENVIRONMENT ELEMENT**





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## NATURAL ENVIRONMENT ELEMENT

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### INTRODUCTION

Open Space Element and Conservation Elements are required by State law to be included as part of the General Plan. This Natural Environment Element combines both of these elements together since there is much overlap between the two. For the purposes of the San Rafael General Plan, Natural Environment covers both "managed" resources such as quarries, air quality and water quality, and "protected" resources such as wildlife habitat, wetlands, scenic resources, etc.

### ISSUES COVERED IN THE NATURAL ENVIRONMENT ELEMENT

San Rafael is located in a particularly scenic natural environment characterized by the bay, shoreline and marsh areas adjacent to the bay, and wooded and grassy hillsides which provide a natural scenic backdrop for the developed valley floor area. Some of the distinctive scenic landmarks in the planning area include Big Rock Ridge, which generally coincides with the northern boundary of the Planning Area; the Terra Linda-Sleepy Hollow Divide; the Southern Heights and San Quentin ridges, which coincide with the southern boundary of the Planning Area; the San Pedro Peninsula; Puerto Suello Hill; and San Rafael Hill; which divide the Planning Area into two major subareas; Gallinas Creek; San Rafael Canal and tributary creeks; and the Marin Islands.

Many of these natural features are already in public ownership; those that are not are projected to be secured as open space either through public acquisition or through careful site planning so that any development will complement or avoid these important natural features. Approximately 25% of the land in the Planning Area is in secured open space. Some of San Rafael's natural features which have been adversely modified through construction activity, such as San Rafael Canal and its tributaries, have the potential to be enhanced in the future as combined urban and natural amenities.

The Natural Environment discussion identifies the lands, waters, air quality, wildlife, scenic, and other factors that are important to San Rafael's quality of life. Additionally, retention of certain lands in open space provides protection against natural hazards which have been identified in the Safety and Noise sections of the Plan. The topics covered under Natural Environment include:

- I. **Environmental Quality:** Citizen concerns for the preservation of the environmental qualities which have attracted people to San Rafael have stressed the need for long-term planning. Qualities to be preserved include open space and greenbelt areas, the hills, ridgelines and wetlands and creek areas.



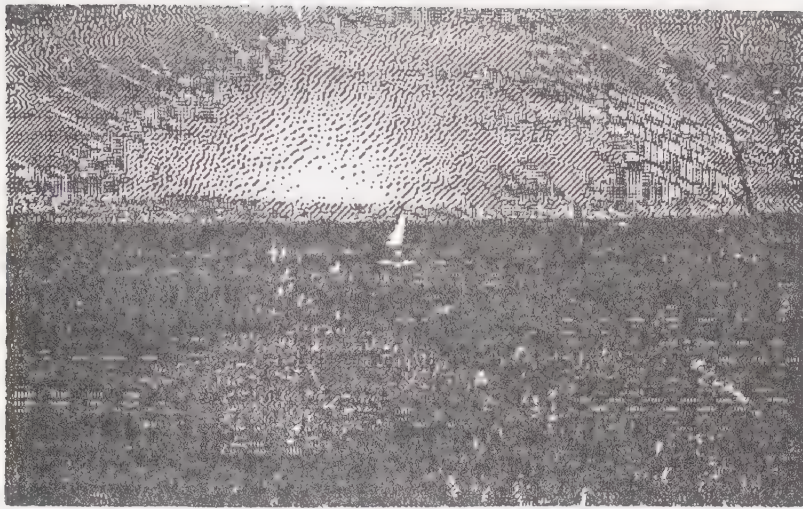
Also mentioned in public meetings have been the preservation of the visual qualities and usability of open space, such as creeks, in built-up areas and how these open space areas improve the quality of life in existing neighborhoods. Water and air quality are also environmental factors to be preserved and enhanced.

2. **Scenic Lands:** Open space is a necessary balance to urban development. One of the main reasons for zoning regulations such as minimum lot sizes, building coverage limits, building setbacks, building height limits, and dedication of open space, is to ensure a degree of openness in the built portions of the City. In addition to these spaces for separating dwellings or buildings, it is necessary to retain larger areas as visual relief and to maintain community character. Open space land may be in its natural condition, cultivated land, or formal parks.
3. **Open Space Need and Preservation:** The need for open space involves many factors, such as scenic values, natural habitat preservation, active recreation, buffering between incompatible uses and keeping hazardous areas free of structures. The best methods for preserving open areas depends on the location, site attributes and potential use of the land.
4. **Open Space Management:** The ability of the City to provide open space on a permanent basis has been hindered by the increasing costs of the land, maintenance and potential liability associated with ownership. These factors should be considered in defining the City's role in future open space acquisition.
5. **Vegetation and Wildlife:** There are numerous biotic communities in the San Rafael area which provide important vegetation and wildlife habitat. These include marshlands, grasslands, oak savanna, oak woodland, and riparian areas. These areas also provide habitat for some threatened and endangered species. The protection of these areas for meaningful habitats is a prime concern in the Natural Environment Element.
6. **Mineral Resources:** Available mineral resources in the San Rafael Planning Area are limited to non-metallic construction materials such as gravel or stone. San Rafael Rock Quarry, in operation since 1876, produces crushed rock, aggregate, rip-rap, bricks and building blocks.
7. **Air Quality:** The San Rafael Planning Area has relatively good air quality, with infrequent violations of established air quality standards. New development could result in an increase in particulates due to construction and grading and increased carbon monoxide due to increased vehicular traffic. New development should not result in a significant degradation of air quality standards, although traffic impacts will result in increased carbon monoxide levels at some intersections.

# **NATURAL ENVIRONMENT GOALS AND POLICIES**







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## NATURAL ENVIRONMENT GOALS AND POLICIES

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### INTRODUCTION

Natural features and resources have shaped both the growth and form of San Rafael and provide many of the attractive characteristics of the area. San Rafael has a significant diversity of natural features and assets that are important to preserve through land use planning. Those important resources include bay lands and water, canal frontage, streams, views of hills and ridgelines, wildlife habitat, etc. A central concern of the General Plan, therefore, in considering the location, design, intensity and type of land uses in the City is to continue to protect natural resource areas.

### NATURAL ENVIRONMENT GOALS

- NE-A Create and Maintain an Integrated Pattern of Open Space Areas throughout the Planning Area to Serve as Greenbelt Dividers between Urbanized Areas and also to Preserve Baylands, Waterways, Wetlands and Undeveloped lands as Open Space which are Uniquely Suitable because of Environmental Resource and Aesthetic Value, Health and Safety Concerns or Recreation Value, and to Permit Uses Compatible with these Values.*
- NE-B Achieve and Maintain Clean Air, Water and Land.*
- NE-C Preserve and Enhance the High Quality and Fragile Natural Environment of San Rafael.*

### NATURAL ENVIRONMENT POLICIES

#### *Open Space*

- NE-1 Open Space Plan.** Attempt to preserve, through a variety of methods, as much as possible of the open space areas identified on the Open Space Plan for visual greenbelts and community separators, protection of environmental resources, public health and safety reasons and for recreational use.
- NE-2 Preservation Strategy.** Maximize the securing and preserving of valuable open space in perpetuity through the development review process and other approaches that minimize on-going City costs and liability exposure and still achieve City open space objectives. Preference should be for retaining open space in private ownership.

- NE-3 **Conservation Areas.** On large sites which have received significant study, potential open space areas are identified as conservation areas and are so identified on the Land Use Plan. Density or intensity of development should be transferred from this portion of the sites to potential development areas on other portions of the site. This technique may also be applied to other parcels with important open space value.
- NE-4 **Criteria for Assessing Potential City Involvement in Securing Open Space.** When assessing potential City involvement in securing open space, maximize the use of limited City/public open space funds through use of the following open space ranking factors:
- a. Environmental health and safety issues (specifically geology and hydrology)
  - b. Resource Areas and Aesthetics (visual backdrop or edge, unique site features, shorelines/ridgelines, wetlands, wildlife habitat)
  - c. Importance to the community as a whole or adjoining neighborhoods
  - d. Proximity to other open space areas
  - e. Recreation potential
  - f. Accessibility
  - g. Development potential
  - h. Matching funds potential
  - i. Potential maintenance and management costs and liability exposure for the City
- NE-7 **Open Space Use.** Open space areas should be maintained in a natural state, and improvements for educational or recreational use or for health and safety purposes shall be limited to those areas and kinds of improvements which are compatible with the preservation of natural amenities. Use of and access to open space areas will protect and preserve the natural value of open space and wildlife habitat areas while permitting recreational uses compatible with these resources. Specific use objectives include:
- a. Open space areas should be maintained in a natural state.
  - b. Open space areas are a community resource for use and enjoyment by the citizens of San Rafael.
  - c. Uses of open space areas shall be limited to those with a minimal impact on the environment which maintain a natural state.
  - d. Use of and access to open space areas shall be community oriented and not designed to attract users from other areas unless determined to be of countywide significance.
- NE-6 **Access to Open Space.** Provision of access to open space areas shall be encouraged in the design of adjacent development. Access paths shown on the recreation plan map shall be secured as part of any subdivision approvals and should be designed to avoid or minimize neighborhood and user conflicts and conflicts with sensitive wildlife habitat areas.
- NE-7 **Acceptance of Open Space by the City.** Prior to acceptance of any new open space parcels by the City, there will be a thorough analysis of geoseismic hazard potential as set forth in the City's Geotechnical Review Matrix, and identified hazards should be repaired prior to acceptance of the open space.
- NE-8 **Open Space Management.** The city shall prepare an Open Space Management Plan which will identify criteria for determining appropriateness of use and determine ongoing maintenance needs of open space areas.
- NE-9 **Open Space Separators.** Maintain open space areas that serve as boundaries and delineators between neighborhoods and between adjacent communities.



- NE-10 **Utilities in Open Space.** Utilities in open space areas shall be discouraged. When necessary, they should be located and designed to minimize harm to the area's environmental and visual quality.
- NE-11 **Slope Stability and Seismic Hazards-Open Space.** Slope stability and seismic hazards shall be considered in the design and location of any open space improvements.

### ***Water Quality***

- NE-12 **Water Quality.** Maintain acceptable water quality in the San Rafael Canal and other water bodies, including San Pablo Bay. "Acceptable" for the Canal and other water bodies means periodically monitoring water quality and vigorously pursuing the elimination of sewage or hazardous materials leaks into the storm drainage system to minimize contaminants entering these water bodies consistent with all pertinent State Health and Water Quality regulations.

### ***Environmental Resources***

- NE-13 **Protection of Environmental Resources.** Protect and enhance environmental resources. Such resources include but are not limited to ridgelines, wetlands, creeks, shorelines, threatened and endangered species habitat and archaeological sites.
- NE-14 **Wetlands.** Wetlands are fragile natural resources subject to flooding, erosion, soil-bearing capacity limitations and other hazards. In addition they are resources of special significance due to their functions for wildlife habitat, pollution control, floodwater passage, aquifer recharge, erosion control, education, scientific study, open space and recreation. The City will vigorously pursue protection of wetland resources through: first, avoidance and provision of setbacks from wetlands; and second, if any fill of wetlands is proposed and cannot reasonably be avoided (or if alternatives would be clearly environmentally superior after thorough environmental review) a requirement of a minimum of two acres of mitigation (onsite or off-site) for every acre of wetland lost. When fill is proposed, replacement of wetlands should be of at least equal quality, nearby, and whenever possible, completed prior to any project construction. A property owner may apply to the City for a waiver of this policy if the property owner can demonstrate that implementation of this policy would substantially interfere with economically viable use of the property. Additionally, a property owner may seek a waiver for small, isolated wetlands an acre or less in size where the landowner can demonstrate no net loss in quantity or quality to the satisfaction of the City after review by the Department of Fish and Game, similar wildlife agency and the public.
- NE-15 **Wetland Buffer Areas.** Buffers shall be provided between development projects and adjacent wetlands (as identified/referenced on Map GP-16b). Generally, a minimum 50 foot setback from wetlands shall be maintained for structures. Wider setbacks (100 feet ideally) will be required on larger parcels through project review. Creeks (see policy NE-17), existing concrete lined drainageways, and the San Rafael Canal (between Highway 101 and the western boundary of Pickleweed Park--see policy CB-6) are excluded from this policy. A property owner may apply for a waiver to this setback policy if the property owner can demonstrate that the proposed setback adequately protects the value of the wetland habitat to the satisfaction of the City after review by the Department of Fish, similar wildlife agency, and the public, or if the property owner can demonstrate that implementation of this policy would substantially interfere with economically viable use of the property.



**NE-16 Diked Baylands.** Diked Baylands as identified on Map GP-16b serve as a buffer between urban and tidal areas, contribute to improved water quality in the Bay by trapping or removing pollutants from runoff and wastewater, act as interim storage basins for stormwater runoff and flood waters that coincide with high tides, buffer land areas from storms, high tides and erosion, provide habitat areas for threatened and endangered species, provide logical "mitigation bank" areas and should be protected.

**NE-17 Creek/Drainageway Setbacks.** Creeks are defined as permanent and intermittent watercourses identified on Map GP-16c, which is based on information from the latest USGS and Fish and Wildlife Service maps. Drainageways are defined as open hillside drainage swales which collect and concentrate stormwater and open improved drainage channels. Major drainageways are identified on Map GP-16c and are based on information from the latest USGS and Fish and Wildlife Service Maps.

Setbacks from creeks and drainageways shall be established in new development for the following reasons: safety factors including adequate maintenance and emergency vehicle access in difficult terrain and adequate debris flow avalanche corridors; reserve areas for flood control; transition areas between inhabited structures and waterways to protect properties from damage due to stream bank undercutting; environmental factors including preservation of riparian habitat and wildlife corridors; recreational factors including opportunities for public recreation and view corridors; and aesthetic factors such as provision of landscaping.

Generally, a minimum 25 foot setback from the high top of creekbanks shall be maintained for structures. Wider creek setbacks (up to 100 feet) will be required on larger parcels (2 or more acres in size) where individual project review concludes a wider setback is needed. Drainageway setbacks shall be established through individual project review based on the above factors.

**NE-18 Enhancement of Drainageways.** Explore enhancement of drainageways to serve as wildlife habitat as well as drainage facilities.

**NE-19 Threatened and Endangered Species.** Protect threatened or endangered species of wildlife and plants, and their habitats, as well as other resources which stand out as unique in the Planning Area because of their scarcity, scientific value, aesthetic quality, or cultural significance.

**NE-20 Preservation of Hillsides.** Encourage preservation of hillsides to provide visual backdrops to urban development.

**NE-21 Mineral Resource Sites.** Protect designated mineral resource sites from temporary or permanent land uses onsite or off-site which would preclude or inhibit mineral extraction to meet market demand.

**NE-22 Mineral Resource Buffers.** Protect designated mineral resource sites by providing buffers between mineral extraction areas and areas with land uses incompatible with mining.

**NE-23 Archaeological Studies.** When development is proposed on property with or near known archaeological sites, require archaeological surveys to establish the limits of those sites, evaluate their importance, and include measures to protect archaeological resources. Should an archaeological site be uncovered during any phase of construction, all activity shall be halted until the site is examined by an archaeologist and appropriate mitigation measures have been taken.

## **Other**

- NE-24 **Coordination with Other Jurisdictions.** Coordinate the City's open space system with adjacent cities and county, state, regional and private open space systems. The City shall encourage and seek agreements with other governmental jurisdictions for funding acquisition, and coordinated improvement, maintenance and use of open space.
- NE-25 **Spinnaker Point V.** Exempt Spinnaker Point V from the 50 foot wetlands setback provision as it is a late phase of a master planned residential subdivision where no design changes are proposed, it has previously received all approvals, and needs to be completed due to neighborhood nuisance aspects.

## **NATURAL ENVIRONMENT IMPLEMENTING PROGRAMS**

- NE-a **Open Space Management Plan.** The City will establish a committee to prepare an Open Space Management Plan which would address use and ongoing maintenance of open space areas as further described in the Natural Environment Background under "Management and Use of Open Space Lands". Any needed changes to the Open Space Ordinance would then be proposed. The Committee should include representatives from the public, a wetlands specialist/biologist, public works, recreation, fire, police, planning, and other representatives when deemed necessary. The management plan should provide criteria for determining the appropriateness of a given use and level of use; guidelines for signing of open space; identification of major/minor access points; identification of places where picnic tables, barbecues, etc. would be appropriate. Funding options should be explored and identified for open space management such as open space maintenance assessment districts, agreements with other public agencies for maintenance; neighborhood "adoption", private funding and other means.
- NE-b **Private Open Space.** When development permits are sought which would result in portions of the site being retained in privately owned open space, ensure the preservation of the character of that open space by deed limitations or other means.
- NE-c **Barbier.** Pursue dedication of Barbier Open Space to China Camp State Park or to the Marin County Open Space District to enhance maintenance. Negotiate limits on use consistent with concerns of nearby neighborhoods.
- NE-d **Water Quality Monitoring.** Continue to monitor water quality at major stormwater discharge points into the Canal; and regularly inspect the storm drainage system tributary to the Canal to identify and then to mitigate any point sources of water pollution. On complaint, the Code Enforcement Officer/Marin County Environmental Health will continue to investigate, identify and mitigate sources of water pollution in any water body.
- NE-e **Water Quality.** Evaluate proposed projects for potential water quality impacts and require sediment basins as part of grading activities, and grease/oil traps where concentrations of such pollutants are anticipated, such as recycling centers, restaurants, supermarkets and auto service uses.
- NE-f **Wetlands.** Adopt a wetlands overlay ordinance to implement wetlands policy.
- NE-g **Wetland Mitigation.** Continue the City's practice of requiring mitigation for projects which would affect wetlands, in conjunction with recommendations of State and Federal trustee agencies.

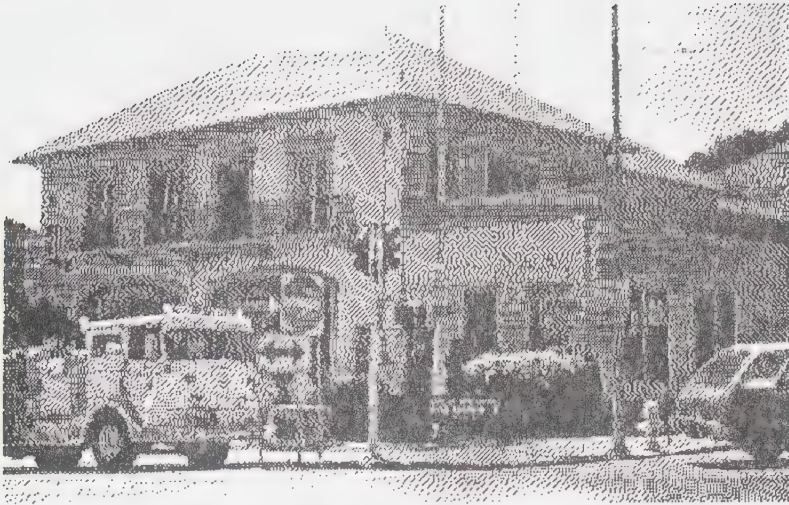
- NE-h **Threatened and Endangered Species.** If a proposal would impact any areas containing threatened and endangered species, mitigation measures to protect and ensure continued survival of the species shall be incorporated into the development plan.
- NE-i **Houseboats.** Consider inclusion of a houseboat ordinance similar to BCDC's.





# HEALTH AND SAFETY ELEMENT





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## HEALTH AND SAFETY ELEMENT

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### INTRODUCTION

Safety and Noise Elements are required by State law to be included as part of the General Plan. The Health and Safety Element combines these two elements to address on a comprehensive basis the issues of noise, seismic and geologic hazards, fire and flood hazards, hazardous materials, crime and emergency preparedness. A large portion of the land within the San Rafael Planning Area is subject to a variety of natural and man-made hazards. In order to protect the public, the General Plan identifies areas where hazards to life and property may occur and sets forth protective measures to reduce risk. These factors are also considered in the location, design, intensity and type of land uses in the City.

### ISSUES ADDRESSED IN THE HEALTH AND SAFETY ELEMENT

The intent of the General Plan is to reduce the potential for injury, damage, public expense, and loss of life due to natural and man-made hazards. The concept of public safety expressed in the General Plan is based on the following assumptions:

1. Hazards are an unavoidable aspect of life. Not every degree of risk or all hazards can be eliminated.
2. Public policy and action are appropriate to mitigate against hazards which: (a) have a high degree of risk to the general public or to a large part of the population; (b) may have relatively low risk but which would be considered disasters should the event occur; and, (c) may not have a disaster potential but which are persistent safety problems with a history of occurring in the City.

Some of the specific hazards addressed in the General Plan are discussed below:

**Flooding Hazards:** The City has adopted flood protection standards which require finished first floor elevations at or above the 100-year flood elevations, which meets minimum Federal Emergency Management Agency (FEMA) standards. The existing Federal Emergency Management Administration (FEMA) flood hazard maps are the referenced standard until that is modified through a formal Federal/City process. Specific neighborhoods within the 100-year Flood Zone include: East San Rafael, Bret Harte, Francisco Boulevard West, Downtown, Santa Venetia and the Silveira/St. Vincent's properties. Isolated flooding may also occur in other areas where drainageways become clogged with debris. The City's hydrology consultant has recommended higher floodproofing standards in East San Rafael and elsewhere, as recent evidence shows rising sea level elevations and bay mud areas which continue to



subside over the long term. The County is also re-evaluating its standards due to similar concerns. Permanent solutions to flooding are beyond local means; thus, the City is concentrating on securing federal assistance for permanent flood control, while continuing to reduce flood risk through ongoing flood control improvements. A coordinated flood control system master plan which maps the existing system, is site specific, analyzes flood routing needs, contains priorities for needed flood improvements, identifies funding mechanisms and can be implemented incrementally when projects are approved, continues to be needed for the San Rafael Drainage Basin and prior to development of the St. Vincent's/Silveira area.

**Geologic and Seismic Hazards:** Geologic hazards include landslides, expansive soils, subsidence and differential settlement. Seismic hazards include triggering of geologic hazards such as landslides; ground failure induced by shaking, such as liquefaction, lateral spreading, lurching, differential settlement; tsunamis (which are earthquake induced ocean waves); and structural failure due to ground shaking. Geologic hazards such as expansive soils or certain types of landslides may be reduced or eliminated through engineering solutions such as special foundations or slide repair. In some instances, an engineering solution may not be economically feasible, and avoidance of the hazard may be the best way to assure public health and safety. High occupancy and emergency response facilities may not be appropriate in areas of high seismic or geologic hazard.

**Noise:** Traffic is the primary noise problem in San Rafael, based on noise complaints identified in the City's March, 1986 Noise Survey. Complaints were also received about airplanes at the Marin Ranch Airport. Noise is not a significant constraint to development in the community, but noise attenuation features for new projects within noise exposure areas along major streets may add to the cost of development. If Marin Ranch Airport remains, numbers and types of operations would need to be monitored to assure that it does not generate high noise levels. A potential major additional noise source is the Northwest Pacific Railroad right of way if, as currently proposed, the right of way is purchased and used as a transitway.

**Hazardous Materials:** Hazardous materials exist in the Planning Area because they are used by businesses, transported on highways and streets, and are present in small quantities in private homes in the form of solvents, cleaning fluids and other substances. Although there are no hazardous waste (Class I) landfill sites in Marin County, such materials may be present in the Planning Area due to historic industrial uses, the types of material used to fill low lying sites for development, or due to materials deposited in dump sites prior to current regulations governing sanitary landfills. Residents may be exposed to hazardous materials by accident due to materials being transported through the community.

**Fires:** The natural risk of fire in many areas of San Rafael is relatively high due to fire-prone vegetation, steep topography and seasonal climatic conditions. Fire hazards are most severe on hillside ridges and slopes. Fires may also be triggered by a seismic event.

**Disaster Preparedness:** The City's Disaster Plan is a plan primarily for government response to disasters. The Disaster Plan assigns duties for emergency response, designates an emergency operating center and emergency shelters, and defines the emergency broadcast system. The City's current Disaster Plan was revised and adopted in 1984. Emergency connector routes to facilitate police and fire emergency response are needed over Puerto Suello Hill between the two major parts of the City. The Red Cross countywide neighborhood training program effort, currently underway, will improve neighborhood disaster preparedness and education. The City Fire Department also distributes public information and provides education programs and training.

# **SAFETY GOALS AND POLICIES**







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## SAFETY GOALS AND POLICIES

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### INTRODUCTION

Various health and safety hazards should be considered in planning the location, design, intensity, density and type of land uses in a given area. Long term costs to the City, such as maintenance, liability exposure and emergency services, are potentially greater where high hazards exist. Major hazards considered in the General Plan's safety policies include geologic and seismic risk, flooding, hazardous materials, disaster preparedness, fire, crime prevention, etc. The extent of the hazard depends on local conditions, since most hazards are confined to a particular area or site. These are generally as follows:

**Upland Areas:** Upland areas are subject to geologic and seismic hazards, but the risk is variable and determined by underlying geologic materials. Fire hazards in upland areas are relatively high during dry summer months for undeveloped, heavily wooded or grassland areas adjacent to developed areas, but may be less for developed areas due to irrigated landscaping, fire retardant building materials and fire suppression systems. Access to hillside areas, especially areas characterized by long residential cul-de-sacs, without alternative outlets, can impede fire response as well.

**Valley Floors:** Valley floor areas may be considered relatively stable from the standpoint of slope stability but may be hazardous if in the path of debris flow or other types of landslides. Areas adjacent to creeks, drainageways or other water bodies may be subject to undercutting by seasonal high water. Seismic hazards include ground shaking and liquefaction in water-saturated alluvial deposits. Low lying areas are susceptible to flooding during periods of intense rain coupled with high tides. Levees and storm drainage facilities and pumps constitute the City's existing flood protection system. The levee system which has evolved over a number of years is not of a consistent design and elevation throughout the planning area to prevent flooding. Levees built on bay mud are subject to settlement which may be exacerbated or triggered by a seismic event. Drainage facilities need to be inventoried, analyzed, and upgraded.

**Baylands:** Baylands consisting of artificial fill over bay mud are hazardous from both a seismic and geotechnical standpoint. Ground shaking during an earthquake is greatly intensified on bay mud and thus more damaging than sites on bedrock. Additionally, an earthquake may trigger

liquefaction if sand, silt, or gravel is present, lateral spreading, lurching and differential settlement. Even without a seismic event, areas within historic baylands are subject to subsidence and differential settlement over long periods of time depending on the thickness of the underlying bay mud. Differential settlement results in cracking of sidewalks and pavement as well as breaking of sewer lines and other infrastructure creating future maintenance and repair problems. Bayside areas may also be subject to flooding during periods of high tide and high runoff. Flooding may also result from levee failure as a result of an earthquake or due to overtopping of levees by an earthquake induced tidal wave known as a tsunami. If predictions of a rise in sea level are accurate, then flood hazards to low-lying areas can be expected to increase.

## **SAFETY GOALS**

- S-A Protect the Community by Achieving and Maintaining a Safe, Healthy and Secure Living and Working Environment.*
- S-B Reduce the Potential for Loss of Life, Injury, Damage to Property, Economic and Social Dislocation and Unusual Public Expense due to Natural and Other Hazards.*
- S-C Protect the Community from the Risk of Flood Damage and Minimize Hazards of Soil Erosion, Weak and Expansive Soils, Potentially Hazardous Soils Materials, Geologic Instability, Seismic Activity, Fire Danger and Crime.*
- S-D Ensure that the City, its Citizens and Businesses are Prepared for an Effective Response and Recovery in the Event of Emergencies or Disasters.*

## **SAFETY POLICIES**

### ***General***

- S-1 Location of Future Development.** Development shall only be permitted in those areas where potential danger to the health, safety, and welfare of the residents of the community can be adequately mitigated.
- S-2 Location of Public Improvements.** The City should not locate public improvements and utilities in areas with identified soils and/or geologic hazards to avoid any extraordinary maintenance and operating expenses. When the location of public improvements and utilities in such areas cannot be avoided, effective mitigation measures will be implemented.
- S-3 Use of Hazard Maps in Development Review.** Slope Stability, Seismic Hazard, and Flood Hazard Maps will be reviewed at the time a development is proposed. Appropriate studies shall be undertaken to assure identification and implementation of mitigation measures for identified hazards.

### ***Geotechnical Review and Hazardous Materials***

- S-4 Geotechnical Review.** The City will continue to require geotechnical studies for development proposals, such studies should determine the actual extent of geotechnical hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in a specified location. The requirements for geotechnical investigations will be set forth in the City's Geotechnical Review Matrix.



- S-5 **Soils and Geologic Review.** The City shall require soils and geologic review of development proposals in accordance with the Geotechnical Review Matrix to assess such hazards as potential seismic hazards, liquefaction, landsliding, mudsliding, erosion, sedimentation and settlement in order to determine if these hazards can be adequately mitigated. Levels of exposure to seismic risk for land uses and structures are also outlined in the Geotechnical Review Matrix, which shall be considered in conjunction with development review.
- S-6 **Minimize Geological Hazards.** Development proposed within areas of potential geological hazards shall not be endangered by, nor contribute to, the hazardous conditions on the site or on adjoining properties. Development in areas subject to soils and geologic hazards shall incorporate adequate mitigation measures. The City will only approve new development in areas of identified hazard if such hazard can be appropriately mitigated.
- S-7 **Potential Hazardous Soils Conditions.** New development on sites filled prior to 1974 or on sites which were historically auto service uses, industrial uses, or other land uses which may have involved hazardous materials shall be evaluated for the presence of toxic or hazardous materials prior to development approvals. See Map GP-22 "Artificial Fill Areas" for initial mapping of areas of concern to be evaluated. This map will be refined through program S-h "Potentially Hazardous Soils." The requirements for site specific investigation are contained in the Geotechnical Review Matrix in the Plan Appendices.
- S-8 **Hazardous Materials Storage and Disposal.** The City will require proper storage and disposal of hazardous materials to prevent leakage, potential explosions, fires, or the escape of harmful gases, and to prevent individually innocuous materials from combining to form hazardous substances, especially at the time of disposal.
- S-9 **Hazardous Waste Management.** Support measures to responsibly manage hazardous waste consistent with protection of the public health, welfare, safety and the environment.
- S-10 **Transport of Hazardous Materials.** The City will support State and Federal legislation which strengthen safety requirements for the transportation of hazardous materials.

### ***Seismic Safety***

- S-11 **Seismic Safety of New Buildings.** All new buildings shall be designed and constructed to resist stresses produced by earthquakes.
- S-12 **Seismic Safety of Existing Buildings.** The City will encourage the rehabilitation or elimination of structures susceptible to collapse or failure in an earthquake. These actions will be in accordance with the current Historic Preservation Ordinance.

### ***Flood Protection***

- S-13 **Flood Protection of New Development.** New development shall be designed to provide protection from potential impacts of flooding during the "1% chance" or "100-year" flood.
- S-14 **Flood Control Improvements Funding.** The City will support State and Federal legislation which provides funding for the construction of flood control improvements in urbanized areas. Additionally, the City will continue to use any available local sources of funding to provide flood control improvements.



- S-15 **U.S. Army Corps of Engineers Study.** The City shall support the ongoing U.S. Army Corps of Engineers Canal General Investigation Study. The City shall participate in the review of all recommendations on flood protection measures identified in this study.
- S-16 **Levee Upgrading.** The City will require levee upgrading when waterfront properties are developed or redeveloped.
- S-17 **Rise in Sea Level.** Coordinate with local, regional, state, and federal agencies regarding potential rise in sea level; after informational workshops of Planning Commission, City Council and public, establish policy for development within flood plain areas.

## ***Erosion***

- S-18 **Erosion.** In areas susceptible to erosion, appropriate control measures shall be required in conjunction with proposed development.
- S-19 **Creeks and Drainageways.** In order to prevent undue erosion of creek banks, the City will seek to retain creek channels in their natural state, and to provide maintenance access along creeks where appropriate.

## ***Emergency Services/Disaster Preparedness***

- S-20 **Maintenance and Landscaping for Fire Safety.** Special planting and maintenance programs to reduce potential fire hazards in the hills and wildland areas will be encouraged where appropriate.
- S-21 **Fire Safety of New Development.** All new development shall be constructed, at a minimum, to the fire safety standards contained in the Uniform Fire and Building Codes.
- S-22 **New Development in Fire Hazard Areas.** New development adjacent to natural hillsides shall be designed and located to minimize fire hazards to life and property, including the use of such measures as fire preventive site design, landscaping and building materials, and the use of fire suppression techniques such as sprinklering.
- S-23 **Safety Review of Development Projects.** Crime prevention and fire prevention techniques shall be required in new development. Police and Fire Department personnel shall continue to review development applications to insure that landscaping, lighting, building siting and design, adequate water pressure and peakload storage capacity, and building construction materials reduce the opportunity for crime and fire hazards.
- S-24 **Access for Emergency Vehicles.** New development shall provide adequate access for emergency vehicles, particularly fire fighting equipment.
- S-25 **Emergency Connectors.** The City will pursue the development of local emergency connectors in the short-term and permanent roadway connections between Terra Linda and Downtown San Rafael. Adequate emergency connectors to all areas of San Rafael, and between San Rafael and adjacent communities will be sought. Emergency connectors are defined as routes available only for emergency vehicle use, as well as general circulation routes which are needed/important for emergency vehicle use.
- S-26 **Emergency Response.** Provisions will be made to continue essential emergency public services during natural catastrophes.

- S-27 **Disaster Preparedness Planning.** Disaster preparedness planning will be undertaken in cooperation with other public agencies and appropriate public-interest organizations.
- S-28 **Hazard Awareness.** The City will promote awareness and caution among residents regarding possible natural hazards, including soil conditions, earthquakes, flooding, and fire hazards and will publicize disaster plans.
- S-29 **Functioning Public Utilities Following Earthquake.** Vital public utilities as well as communication and transportation facilities should be located and constructed in a way which maximizes their potential to remain functional during and after an earthquake.
- S-30 **Building Code Update.** The City will continue updating the Building Code as necessary to address earthquake, fire and other hazards and support programs for the identification and abatement of existing hazardous structures.

## IMPLEMENTING PROGRAMS

- S-a **Geotechnical Review Matrix.** Update the Geotechnical Review Matrix which describes procedures for site specific investigations for projects being reviewed according to proposed occupancy, type and hazard zone(s) within which the site is located. The Geotechnical Review Matrix should be periodically reviewed and updated.
- S-b [deleted]
- S-c **Hazardous Waste Management Plan.** When adopted by the County and State, incorporate the County Hazardous Waste Management Plan into the General Plan by reference consistent with City comments.
- S-d **Seismic Safety Building Reinforcement.** The City will enforce State requirements for reinforcement of existing buildings.
- S-e **Drainage System Master Plans.** Prepare a drainage system master plan or plans for the San Rafael Basin and other developed areas of the City and, prior to development, for St. Vincent's/Silveira. Preparation of the San Rafael Basin Storm Drainage Plan is high priority. Preparation of the base map, and inventorying and mapping of the existing system should occur in FY 1987-88, followed by evaluating, prioritizing, and identifying funding sources for system improvements in FY 1988-89. The drainage system master plan(s) for the San Rafael Basin should:
  - a. Incorporate the City's Phase I Storm Drainage Master Plan and the Flooding and Hydrology Report recommendations.
  - b. Be able to be implemented incrementally when development projects are approved as well as through capital improvement programming.
  - c. Inventory existing private and public drainage systems, identify needed improvements, and specify potential funding mechanisms.
  - d. Assess the adequacy of city levee and pumping facilities, identify needed improvements, and specify potential funding mechanisms.
  - e. Evaluate the need for and merits of more stringent finished floor flood elevations, in light of known and potential flood elevations.

- S-f **Title 18 Flood Protection Standards.** Evaluate and revise the City's Title 18 flood protection standards for new development based on Federal and regional criteria and recommendations of the Drainage System Master Plan(s).
- S-g **Incremental Flood Control Improvements.** Where needed and possible, new development/redevelopment projects shall include measures to improve area flood protection. Such measures would be required through the development review process. Once a Storm Drainage Master Plan is completed and adopted, new development and redevelopment projects shall include storm drainage improvements recommended by that Plan.
- S-h **Monitor Settlement.** Initiate a program to monitor settlement to assist monitoring in identifying potential gravity flow sewer problems, height problems for levees, and for comparison with assumed projections for such settlement. If accelerated settlement is occurring, revisions to the City's Title 18 flood protection standards and land use plans will be considered. The settlement monitoring program would monitor filled portions of Northgate East and establish bench marks at regular intervals along Bellam Boulevard, Kerner Boulevard, Francisco Boulevard East, Canal Street and Andersen Drive. Areas filled prior to 1955 should be monitored every 5 years, while more recently developed areas should be monitored every 2 years.
- S-i **Levee Improvement.** Incrementally improve waterfront levees on a priority basis using funds allocated annually by the City.
- S-j **Levee Maintenance Funding.** Evaluate ongoing levee maintenance costs and potential ways for affected private property owners to fund levee maintenance such as Assessment or Maintenance Districts.
- S-k **U.S. Army Corps of Engineers Canal Study.** Continue to support, participate in and provide assistance to the U.S. Army Corps of Engineers on-going study on Canal flooding. Continue to maintain a City Study Team involving representatives from various City departments.
- S-l **Erosion Control.** Incorporate erosion control practices into a revised subdivision ordinance.
- S-m **Emergency Connectors.** Evaluate the following emergency connector alternatives in light of costs, effectiveness, and impacts:
  - a. Utilization of the Northwest Pacific Railroad right-of-way for emergency vehicles from Mission Street to North San Pedro Road.
  - b. Provision of additional all weather emergency street connectors throughout the City. These emergency connectors include the connection of Lincoln Avenue to Los Ranchitos Road, provision of the Merrydale Overcrossing over Highway 101, and provision of the Irene Street crossing of Highway I-580. Maintain existing all weather connection for emergency vehicle use only from the end of Freitas Parkway to the end of Fawn Drive. Existing fair weather connectors which should be improved for all weather emergency vehicle use only include the end of Del Ganado Road to the end of Butterfield Road; and the end of Ridgewood Drive to Fawn Drive. Additionally, evaluate provision of a connector between Lincoln Avenue and Merrydale Avenue for emergency use only.
- S-n **Disaster Preparedness Plan.** Update and publicize the City 's emergency response (disaster) plan, which includes evacuation routes, emergency connectors and emergency shelters, to conform to new state guidelines.



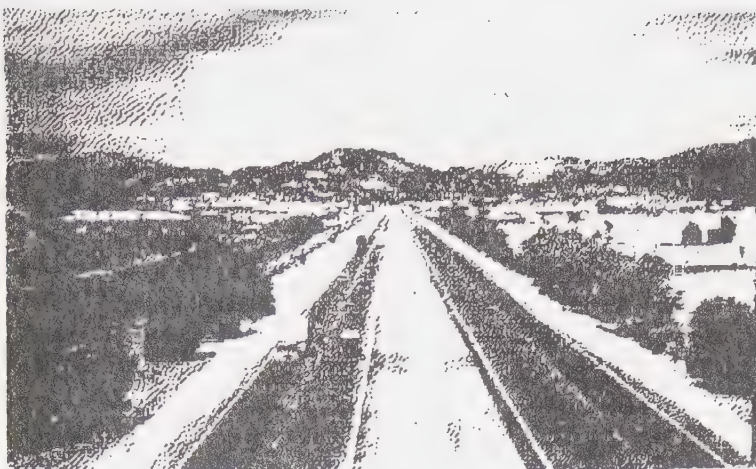
S-o **Neighborhood Disaster Preparedness.** Coordinate neighborhood disaster preparedness planning efforts through Fire Department programs and through coordination with the American Red Cross. Facilitate the organization and training of people to assist themselves in the first 72 hours following a major disaster and continue to provide public education programs in neighborhoods to educate residents about how to prepare for disasters.



# **NOISE GOALS AND POLICIES**







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## NOISE GOALS AND POLICIES

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### INTRODUCTION

The Noise Element identifies and appraises noise problems in the community. Noise contours of major roadways have been prepared to design land uses appropriately to reduce noise impacts. Noise policies establish noise standards for new land uses, and recommend potential solutions to existing problems.

### NOISE GOALS

- N-A *Prevent Exposure of Residents and Employees to Unacceptable Noise Levels Based on City Noise Element Standards.*
- N-B *Alleviate Existing Noise Exposure Problems where Possible.*

### NOISE POLICIES

#### **Noise Impacts on New Projects**

- N-1 **Land Use Compatibility Standards.** The Land Use Compatibility Standards apply to siting new uses in noise environments. Where noise generating land uses locate in a developed area, performance standards apply (N-10). Any project which would be located in a "conditionally acceptable" or "normally unacceptable" noise exposure area, based on the Land Use Compatibility Chart standards, shall require an acoustical analysis to mitigate noise impacts. Noise mitigation features shall be incorporated where needed.
- N-2 **New Construction.** New construction shall be prohibited where the Land Use Compatibility Chart indicates the noise exposure is "clearly unacceptable".
- N-3 **Acoustical Studies.** Require acoustical studies for all new residential projects within projected 60 dBA (Ldn) noise contours so that noise mitigation measures can be incorporated into project designs.

# LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE					
	55	60	65	70	75	80
RESIDENTIAL						
TRANSIENT LODGING - MOTELS, HOTELS						
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES						
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES						
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS						
PLAYGROUNDS, NEIGHBORHOOD PARKS						
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETRIES						
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL						
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE						

## INTERPRETATION



### NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



### CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.



### NORMALLY UNACCEPTABLE

New construction or development should be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



### CLEARLY UNACCEPTABLE

New construction or development clearly should not be undertaken.

Source: State Office of Noise Control

- N-4 **Exterior Residential Use Areas.** Exterior residential use areas in low and medium density projects shall be 60dB Ldn or less.
- N-5 **Downtown and Other High Density Residential Areas.** In Downtown and other high density residential areas, residential interior standards shall be met, and common use outside areas shall be designed to minimize noise impacts. Where possible, a 60dB Ldn standard shall be applied to common use outside areas.
- N-6 **Residential Design.** Discourage decks facing the freeway or arterial roads. Orient bedrooms away from high noise sources if at all possible.
- N-7 **Interior Noise Standards.** To protect against exterior noise sources, interior standards for new residential and residential health care projects, excluding hotels and motels, shall be 40dB Ldn for bedrooms and 45dB Ldn for other rooms. Hotels and motels shall meet a 45dB Ldn standard. In multifamily projects, hotels and motels, sound transmission between units shall be as described by State Administrative Code standards, Title 25, Part 2.
- N-8 **Noise Standards Applied to Remodel Projects.** Noise standards shall be applied to multifamily remodel projects, where the remodeling is substantial.
- N-9 **Post Construction Approval.** Post construction monitoring and sign off by an acoustical engineer shall be required in residential projects near high noise sources to insure that City standards have been met.

### ***Noise Impacts on Existing Development***

- N-10 **Traffic Noise Mitigation.** A 65 dBA (Ldn) level is considered an acceptable upper limit for existing residences constructed before noise standards were established. Where exterior levels are 65dB Ldn or greater at the face of a residential building, and traffic noise level increases of more than 3 dBA (Ldn) affecting residential areas will be created by a plan, program or project, reasonable noise mitigation measures shall be included in the program or project which is creating the increase.
- N-11 **Commercial and Industrial Projects.** Design of commercial and industrial projects shall minimize noise impacts on neighboring noise sensitive uses.
- a. **Performance Standards Adjacent to Residential Areas.** New commercial construction adjacent to residential areas shall not increase noise levels in a residential area by more than 3dB Ldn, or create noise impacts which would increase noise levels to more than 60dB Ldn at the boundary of a residential area, whichever is the more restrictive standard. This standard may be waived if, as determined by a noise analysis, there are mitigating circumstances (such as higher existing noise levels), and no uses would be adversely affected.
- b. **Performance Standards adjacent to Commercial (including Mixed Use Commercial) and Industrial Areas.** New commercial projects shall not increase noise levels in a commercial area by more than 5dB Ldn, or create noise impacts which would increase noise levels to more than 65dB Ldn (Office, Retail, Residential) or 70 dB Ldn (Industrial), at the property line of the noise receiving use, whichever is the more restrictive standard. This standard may be waived if, as determined by a noise analysis, there are mitigating circumstances (such as higher existing noise levels), and no uses would be adversely affected.



- N-12 **Helipport.** The proposed heliport shall be operated to maintain noise contours at or below 65 dBA (Ldn) at existing commercial buildings, as indicated on the noise contour map. The heliport shall not create instantaneous interior noise levels greater than 60 dBA in existing commercial buildings (measured on the slow response on a sound level meter). Additional mitigation measures may be needed if noise impacts are severe at lower levels in more sensitive uses such as recording studios. The intent of the noise policy relating to heliports is to establish noise standards. Since this is an emerging use, recognized methodologies will be considered by the City consistent with State Guidelines.

### ***Other***

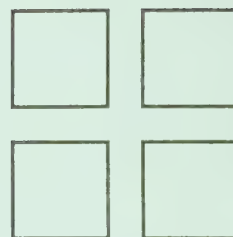
- N-13 **Existing Noise Problems.** Consider revising the City's Noise Ordinance to alleviate nuisance noise conflicts through the establishment of quantified noise limits. Prioritize enforcement of speed limits on roads generating numerous noise complaints.
- N-14 **Transitway Noise Assessment.** A detailed noise assessment should be prepared prior to a decision being made as to type of vehicle (rail, light rail or bus) for the Northwest Pacific Railroad right-of-way. Appropriate mitigation measures shall be included in ultimate transitway design. The Noise Element shall be revised to include transitway noise contours as soon as contour information is available
- N-15 **Bids and Equipment.** Include noise specifications in requests for bids and equipment information.

## **NOISE IMPLEMENTING PROGRAMS**

- N-a **Noise Ordinance.** Evaluate ways to improve the City's Noise Ordinance to deal efficiently with common noise nuisances including amplified music, barking dogs, chain saws, other outdoor equipment, construction activities in infill areas, etc. Consider revision of the Noise Ordinance based on the evaluation.



# **POLICIES FOR SPECIFIC AREAS**





# **RESIDENTIAL NEIGHBORHOODS POLICIES**







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## RESIDENTIAL NEIGHBORHOODS

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**Background:** Residential neighborhoods in the San Rafael Planning Area are very diverse, ranging from quiet single family neighborhoods in Terra Linda, Lucas Valley-Marinwood, Dominican, around Downtown, and the San Pedro Peninsula, to older mixed use neighborhoods of Montecito and Gerstle Park, and to largely apartment areas in East San Rafael and along Lincoln Avenue. The City has had long standing policy, as expressed in previous general plans and policies, to assure that future residential development is harmoniously integrated within existing neighborhoods and to protect and conserve the existing housing stock.

The neighborhood plans that have been prepared for some areas of San Rafael all have policies to protect the quality of life in San Rafael's residential neighborhoods. In addition, County policies covering the unincorporated portions of the San Rafael Planning Area are consistent with the need to preserve neighborhood integrity.

**Future Direction:** A major guiding policy of the new General Plan is to continue to protect established residential areas. This means that most vacant parcels and surplus school sites within existing residential neighborhoods have been treated in a manner similar to the development around it; while also taking into account constraints and resources of the vacant site itself. This approach also means that overall land use policies are intended to maintain high levels of traffic operations on local neighborhood streets. The appropriateness of this approach appears to be borne out in the community survey and General Plan workshops. Below are more specific policies concerning the neighborhoods in the City that are almost exclusively residential in character.

### SPECIFIC RESIDENTIAL NEIGHBORHOOD POLICIES

#### *Land Use*

**RES-1 Development in Residential Neighborhoods.** The City will protect and conserve existing neighborhoods by requiring that new development be harmoniously integrated into existing neighborhoods in terms of density, intensity and design. New development will be required to respect site features and avoid highly visible hillsides or steep or unstable slopes.

**RES-2 High School and Surplus School Sites.** The General Plan designates alternate land uses for surplus school sites to provide policy guidance in the event they are ever sold. The likelihood of selling many of these currently surplus sites is slim. High School and surplus school sites have been designated for densities consistent with surrounding development. However, where it is in the community's interest to retain public recreation facilities (such as playgrounds, playfields) in accordance with priorities in the Recreation Element, onsite density transfers will be allowed to the remaining school site acreage. All densities are expressed in gross acres which includes streets. Specific sites include:

- a. **Short School:** Low density residential, 5-6 units/acre (1 acre)
- b. **Laurel Dell Primary:** Medium density residential, 13 units/acre (1.3 acres)
- c. **Laurel Dell Intermediate:** High density residential, 20 units/acre (1 acre)
- d. **San Pedro:** Low density residential, 3 units/acre (7.3 acres)
- e. **San Rafael High School:** Low and high density residential, 4 and 20 units/acre average (9 acres low, 20.7 acres high)
- f. **McPhail:** Low density residential, 5 units/acre (9.7 acres)
- g. **Gallinas:** Low density residential, 5 units/acre (7.5 acres)
- h. **Santa Margarita:** Low density residential, 4 units/acre (10.6 acres)
- i. **Lucas Valley:** Low density residential, 4 units/acre (10.1 ac)
- j. **Mary Silveira:** Low density residential, 4 units/acre (9.9 acres)
- k. **Don Timoteo:** Low density residential, 5 units/acre (10 acres)
- l. **Nova Albion:** Low density residential, 4 units/acre (11.4 acres)
- m. **Terra Linda High School:** Low density residential, 4 units/acre (30.2 acres)
- n. **Oakview:** Low density residential, 4 units/acre (13.4 acres)
- o. **Hartzell** (northern portion): High density residential, 16-32 units/acre. (2.82 acres) The high density designation is consistent with the intensity of the prior office proposal for the site, and provides a transition between intensive Northgate development and nearby residential areas. However, it is expected that the residential density achievable on this site will be in the range of 16-20 units per acre (for a non-age-restricted project) given the following: prior site agreements have required the provision of setbacks, view corridors, two-story development along Los Ranchitos, and three story development elsewhere. Additionally, a portion of the site is hillside.

**RES-3 Consistency with Prevailing Densities in Developed Single Family Neighborhoods.**

Prevailing gross densities in developed portions of single family neighborhoods will be maintained. However, density bonuses may be granted in low-density districts in the following limited circumstances: senior projects exclusively affordable for 40 or more years to very low, low or low and moderate income households, with at least 40% for very low or low income households, on



flat sites (less than 10% slope) more than one acre in area, within 1,500 feet of transit stops and services such as grocery stores and pharmacies.

Affordable senior housing projects receiving density bonuses in low density districts shall be designed in consideration of neighborhood scale. Designing in consideration of neighborhood scale shall include, but not be limited to, limiting building height to thirty feet, and applying design techniques to make any apparent massing of the proposed project compatible with the surrounding neighborhood. The project shall also provide adequate parking. Affordable senior housing projects receiving density bonuses in low density districts shall be approved only if adequate trip allocations, including bonus trips, are available and are assigned to the project site consistent with the circulation policies of the General Plan.

### ***Policies for Specific Residential Neighborhoods***

RES-4 **Dominican.** As stated in Recreation Element policy, the City would consider an onsite development density transfer to secure public recreation facilities on surplus Dominican College land (AP 15-141-02) should any of that land be proposed for development.

RES-5 **Peacock Gap.** The Peacock Gap Plan retains existing densities in developed portions of the neighborhood, promotes new development compatible with existing development in the neighborhood, preserves area open space, preserves and enhances natural resources, minimizes future traffic impacts, and provides a neighborhood park system. Goals and policies of the Peacock Gap plan will be followed, with the following modifications to take into account changed conditions since adoption of the Plan:

- a. The Quarry shall be designated for a Quarry (mineral resource) use for the duration of the Planning period. Any change of use shall require a general plan amendment.
- b. Any eventual redevelopment of the Quarry site shall incorporate policies contained in the Peacock Gap Plan for reuse. These include development of a minimum 100 foot wide public access bay frontage park linked to McNear's Beach and the existing Point San Pedro Road walkway; reopening of the saltwater marsh to tidal action; preservation of site's woodland areas; use of the site for a mixture of single family and townhouse units (preliminarily estimated at 350 units total but subject to further review) designed to maximize views to the Bay; incorporation of some of the historic brick works structures into a "neighborhood scale" commercial complex; recreation facilities for residents; and a marina. Point San Pedro Road shall be expanded to four lanes to the site's main entrance road. The amended reclamation plan identifying reuse areas is included in the Plan Appendices for reference purposes.
- c. Except for a possible high speed waterway transit stop, the quarry mineral resource site should be redeveloped at one time due to potential incompatibilities between the existing operation and redevelopment uses.
- e. The Brick Barn may be used for up to 12 residential condominiums. A low intensity church or community recreation use would be acceptable subject to rezoning and environmental review.

RES-6 **Gerstle Park.** Continue goals and policies in the existing neighborhood plan, which would protect and preserve the existing mixed residential area, strictly limiting increases in residential densities. Except for commercially designated parcels along B Street where additional non residential development is discouraged, additional non residential development in Gerstle Park is prohibited. Preserve hillside ridges fringing the neighborhood, as well as the area's historic homes. The goals and implementation direction of the Gerstle Park Neighborhood Plan shall continue to be



followed within the neighborhood plan boundaries. In connection with downtown, improved pedestrian linkages and landscape treatment of major entry roads, such as B Street, are encouraged. Additionally, fringe downtown land use designations and intensities are compatible with the Gerstle Park neighborhood.

**RES-7 Neighborhood 13/14.** Continue goals objectives and policies of the existing neighborhood plan, which would 1)protect open space hillsides which serve as backdrops for the neighborhood; 2)protect and preserve existing neighborhood residences including historic and architecturally significant residences; and 3)encourage new development which would enhance the neighborhood, protect natural site amenities, avoid development in hazardous areas or areas where extensive grading would result, preserve views of open space from existing homes, and minimize traffic impacts.

**RES-7b Fairhills Development Patterns.** General Plan policy requires that new development be consistent with existing development patterns. Until rezonings consistent with the General Plan are adopted, the "Proposed Rezoning" map in the appendices shall be used for determining whether new subdivisions are consistent with existing development patterns.  
(Note: rezoning accomplished 1992)

**RES-8 Lincoln.** The Lincoln neighborhood includes both higher density areas along the Lincoln Avenue Corridor and low density hillside areas on San Rafael Hill. Hillside areas shall remain at low density consistent with the existing density and environmental constraints. Land uses along the Lincoln Avenue Corridor, with its good access to public transit, shall promote high quality, higher density residential development. Along the Lincoln Avenue Corridor the City shall: promote lot consolidations to achieve higher densities while providing adequate onsite parking and circulation and minimizing ingress/egress to Lincoln Avenue; minimize additional office conversions of residential sites; maintain 15 foot setbacks and street trees as corridor amenities to provide a landscaped streetscape; and height should be limited to three stories unless a height bonus is allowed with lot consolidation. The following are more specific policies for the Lincoln Avenue Corridor:

- a. High density residential development shall be promoted along the Lincoln Avenue corridor in conformance with its existing character and good access to public transit.
- b. Lot consolidations shall be encouraged to achieve more efficient redevelopment project designs. A 25% density bonus and potential four story height may be provided for residential projects on sites greater than 150 feet in width and 20,000 square feet in size which provide exceptional design.
- c. Additional office conversions of residential units in residential/office areas will be prohibited except for mixed office/residential projects where the same or additional residential units are provided. No retail uses shall be permitted.
- d. All new projects and substantial remodels shall be designed to mitigate high noise levels.
- e. Setbacks and other project design features shall avoid a wall effect along Lincoln Avenue, and underground parking shall be encouraged in new development to reduce building mass and height.
- f. Brookdale Avenue. On an interim basis until duplex rezonings are adopted, in order to maintain the existing character of Brookdale Avenue, duplex development shall be considered the appropriate type of development consistent with the General Plan. (Note: rezoning adopted 1992)

RES-9 [deleted]

## IMPLEMENTING PROGRAMS

RES-a [deleted]

RES-b **Lincoln Avenue Corridor Plan.** After proposed transitway plans are finalized, evaluate the need for preparation of a Lincoln Avenue Corridor Plan, to refine future development policies along the corridor.

RES-c **Peacock Gap Neighborhood Plan Amendments.** Modify the Peacock Gap Neighborhood Plan to take into account changed conditions since adoption of the Plan and for consistency with General Plan policies (see policy in this section).

RES-d **Bret Harte.** Prepare a neighborhood plan for the Bret Harte neighborhood.



**ST. VINCENT'S/SILVEIRA AREA  
POLICIES**







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## ST. VINCENT'S/ SILVEIRA

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**Background:** The St. Vincent's and Silveira landholdings are the historic ranchland and Bayland between San Rafael and Novato east of Highway 101. St. Vincent's School for Boys occupies a portion of the area. St. Vincent's School for Boys has operated in Marin County to serve orphaned and at risk children and youth for 133 years. Today, St. Vincent's specializes in helping young boys with serious emotional and educational problems, serving these children in a variety of foster care, home-based, day treatment and residential programs. St. Vincent's has served tens of thousands of children and continues to be a vital social institution in San Rafael.

In 1982, the County initiated development of a draft plan for the area. Early drafts considered various housing and employment alternatives. The last draft included recommendations only for short term development of parts of the site with a mixture of commercial and residential uses. In 1986, the City and County postponed adoption of the plan pending completion of the City's General Plan and the Highway 101 Corridor Study.

**Future Role:** The St. Vincent's and Silveira properties represent the largest potential housing opportunity area in the San Rafael Planning Area. Primarily flat, and separate from established neighborhoods, the properties can accommodate a variety of housing types.

The land use plan retains the existing St. Vincent's facilities. While primarily a residential area, some office and commercial uses are also proposed. A neighborhood commercial center, developed in conjunction with a transit stop, is envisioned to provide a central focal point to the community. A mix of residential densities are proposed within the overall development allocation, with lower densities recommended where maximum design flexibility is needed to preserve archaeological or wetland resources. Wetland areas, community-wide visible hillsides and ridgelines, and streamside setbacks along Miller Creek are proposed for conservation through the development review process.

Neighborhood park facilities are proposed to serve new development in conformance with City park standards. They would be located to centrally serve surrounding development areas and to take advantage of exceptional site resources such as St. Vincent's hill, Miller Creek or wetland areas. A potential elementary school site is also proposed within the neighborhood to allow children to walk to school, although area school children could be accommodated at distant, currently closed school sites east of Highway 101.

Due to roadway and sewer capacity constraints, the area is not expected to develop within the very near future. The property was designated "agricultural and open space review area" in the 1974 General Plan

and was not included in the 1982 Northgate Activity Center Plan, thus north/south circulation improvements have not provided capacity for development in this area. A parallel arterial to Highway 101 is needed to provide additional north/south capacity through to Novato, as well as for police and fire emergency access.

Areas east of the railroad are not proposed for development within the time frame of the plan although they may have possible long term future development potential. These lands are all unfilled lands under potential jurisdiction of the Corps of Engineers. They are environmentally sensitive diked baylands, currently in grazing and agricultural production. The area contains several wetlands and seasonal wetlands that provide habitat for numerous species of migratory waterfowl and shorebirds. Agriculture, wastewater irrigation and possibly low intensity recreational uses are proposed uses during the time frame of the plan. It is possible that additional wastewater irrigation expansion areas will be needed in the future to accompany needed sanitary treatment plant expansion.

## **ST. VINCENT'S/SILVEIRA POLICIES**

### ***Land Use***

**SVS-1      Specific Plan.** A Specific Plan shall be adopted for the St. Vincent's and Silveira area prior to any development applications being approved, except for reuse of the existing St. Vincent's School facilities, minor or moderate expansion of St. Vincent's School, reuse of the Honor Farm property, or development of adjacent properties to the south of the Honor Farm. A St. Vincent's/Silveira Advisory Committee shall be appointed by the City Council to assist in the development of this Specific Plan. The Specific Plan will include a review of General Plan land uses, intensities and development locations on the St. Vincent's and Silveira properties. Currently the General Plan proposes "Agriculture/Recreation/Land Reserve" for portions of the St. Vincent's and Silveira lands located east of the railroad tracks, and "Conservation Area" and "Mixed Use" for the 570+ acres of St. Vincent's and Silveira lands located between Highway 101 and the railroad tracks. Upper limits of planned development within the "Mixed Use" area are 2,100 homes, 100,000 square feet of commercial or neighborhood commercial; and 261,000 square feet of office. The Committee may recommend designations which modify the mix and revise this total potential downward.

### ***Development Phasing***

**SVS-2      Development Phasing.** Development on the St. Vincent's/Silveira sites should occur as an orderly extension of existing urban development from the south after reasonable development of already incorporated areas. Development shall occur at the same time as or after completion of needed roadway improvements, including McInnis Parkway, the Lincoln Avenue-Los Ranchitos Road connector, widening of North San Pedro and Merrydale Roads, and improvement of the Lucas Valley Road/Smith Ranch Road interchange. Right of way for the east side arterial to the northern Planning Area boundary shall be secured. At some point prior to full development of North San Rafael, widening of the Marinwood interchange will be needed. The Master Plans for both the St. Vincent's and Silveira properties should determine when and how this improvement will be funded. Additionally, development shall not occur until a decision on the ultimate mode and service design for the Northwest Pacific Railroad transitway is made by the Highway 101 Committee. Sewage treatment capacity must also be available to serve new development in North San Rafael. The honor farm and adjacent lands to the south and minor expansion of existing St. Vincent's facilities are excluded from this policy.



## ***Site Specific Recommendations***

- SVS-3      **School and Recreation Needs.** Parks shall be proposed in accordance with City recreation standards, in locations which maximize, enhance or preserve natural or historical resources. An elementary school is also recommended to serve area residents.
- SVS-4      **Residential Densities.** Within the overall development allocation, a mix of residential densities (consistent with General Plan density ranges) and housing types should be encouraged. As elsewhere in San Rafael, the maximum density for the proposed development area is not guaranteed and will be dependent upon protecting site resources, including wetlands, excellence in design, etc.
- SVS-5      **Location of Residential Uses.** Generally, low density residential uses should be located on portions of the site where the greatest design flexibility is needed to preserve site resources, and high density uses should be located near a central commercial core/ transit stop with an orientation toward the proposed eastside arterial.
- SVS-6      **Size of Units.** To increase the affordability of the housing units and to accommodate the trend of decreasing household sizes, smaller residential units, less than 1500 square feet in size, should be encouraged.
- SVS-7      **Hillside Areas.** Hillside areas on the St. Vincent's property, as designated on the open space map, should be preserved through the development review process due to their importance as a community separator and to community-wide views. Appropriate uses in these areas include natural recreational activities such as hiking, bicycling, and horseback riding.
- SVS-8      **Miller Creek.** The Miller Creek corridor east of Highway 101 should be maintained as an open channel to accommodate stormwater runoff and enhanced through the planting of riparian species native to the area and other measures to become an important area amenity. Minimum setbacks of 100 feet from the top of each bank should be required, consistent with countywide plan streamside policies and California Department of Fish and Game recommendations, with a bicycle path provided along one side of the creek. The site design of projects along Miller Creek should be oriented to provide access to and views of this natural amenity.
- SVS-9      **Bayfront Lands.** Undeveloped bayfront lands east of the Northwestern Pacific Railroad tracks are not designated for development due to their environmental sensitivity, resource and floodplain value, and because they should not be developed prior to other North San Rafael and undeveloped City vacant lands which would be expected to occur during the planning period. These lands are potentially subject to Army Corps jurisdiction. A portion of these lands (270+ acres) are used for wastewater irrigation by Las Gallinas Valley Sanitary District, as required by its State operating permit. Las Gallinas Valley Sanitary District wetlands shall be protected. The honor farm and adjacent lands to the south are excluded from this policy. Agricultural/open space uses would be considered compatible in the area; low intensity recreational uses may be compatible if environmentally feasible. (Also refer to CB-6).
- SVS-10      **Noise Impacts.** Residential development should not be located closer than the 70dB contour line (approximately 400 feet from the nearest freeway lane) to provide for adequate noise mitigation. This would require a natural-looking earth berm or berm/wall combination to reduce exterior noise to an acceptable level of 60dB Ldn. A design plan for a unified berm treatment along the freeway should be approved with the first application for development. A



noise attenuation sound wall adjacent to the freeway should be discouraged to preserve views of the area.

- SVS-11     **Archaeological Resources.** There are several documented archaeological sites on the St. Vincent's and Silveira properties. An archaeological inventory and analysis should be prepared as part of any master plan for development.
- SVS-12     **Master Planning.** The sites are in two large ownerships which should be master planned prior to or concurrent with any subdivision of land. The land use plan is a schematic design, and policies provide further development guidelines.
- SVS-13     **Bayfront Views.** At the time of project approvals, create automobile accessible vista points on the St. Vincent's/Silveira properties of the Bay and wetland areas.
- SVS-14     **Neighborhood Shopping.** A neighborhood shopping center should be considered to serve the area and if possible developed in conjunction with a transit stop.
- SVS-15     **Tree Protection.** All major native oak groves, specimen oak trees and healthy eucalyptus groves should be preserved and maintained in a healthy condition. Development setbacks should be provided as needed to accomplish tree preservation.
- SVS-16     **Adequate Geologic Studies.** Development in areas identified as having potential geologic hazards should be restricted unless adequate documentation is submitted to the City to confirm the safety of the proposed development as per the City's geologic review procedures. Such areas include the 100 year floodplain, unstable slope areas and areas identified as being susceptible to bay mud hazards.
- SVS-17     **St. Vincent's Facilities.** The existing historic structures on the St. Vincent's property should be preserved and other St. Vincent's facilities retained as desired by the Archdiocese and integrated into future development plans.
- SVS-18     **Relationship to Adjacent Development Areas.** Development projects on the southern Silveira property boundary should be designed to minimize the impacts on Smith Ranch residential units.
- SVS-19     **Circulation Improvements.** Provide the circulation improvements called for in the Circulation Background, policy or on the Transportation Improvements map. Major improvements include the proposed eastside arterial and transitway, extension of North Redwood Drive and area east and west roads.
- SVS-20     **Storm Drainage Master Plan.** As part of any Master Plan zoning of the St. Vincent's and Silveira properties, an area-wide stormwater drainage and flood protection plan shall be required. This plan must be completed prior to any development of this area.
- SVS-21     **St. Vincent's/Silveira Design Considerations.**
- Require urban design/massing study as part of master plan zoning
  - Preserve environmental amenities: riparian zone, oak trees, wetlands
  - Preserve or protect archaeological resources
  - Promote residential character and scale of development
  - Provide attractive roof design

## IMPLEMENTING PROGRAMS

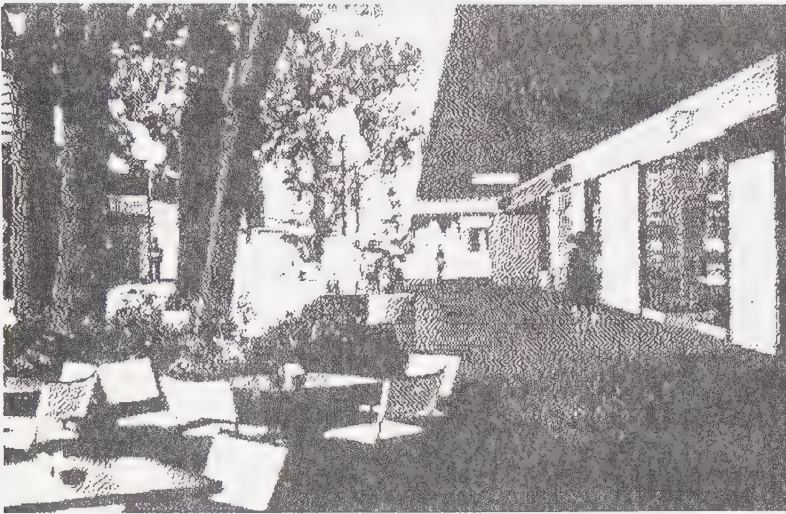
- SVS-a     **Prezoning Action.** Prezone to a Planned Development zone consistent with an adopted Specific Plan prior to any development applications being approved (except for reuse of the existing St. Vincent's School facilities, minor or moderate expansion of St. Vincent's School, reuse of the Honor Farm property, or development of adjacent properties to the south of the Honor Farm)."
- SVS-b     **Annexation.** Prior to or concurrent with any development approvals (except for reuse of the existing St. Vincent's School facilities, minor or moderate expansion of St. Vincent's School, reuse of the Honor Farm property, or development of adjacent properties to the south of the Honor Farm), the St. Vincent's and Silveira properties shall be annexed to the City of San Rafael.
- SVS-c     **Diked Baylands.** Request that Marin County extend its Bayfront Conservation Zoning District to include historic baylands on the St. Vincent's/Silveira properties east of the railroad tracks. That zone designation currently applies to McInnis Park baylands. Additionally, in the event that this portion of the St. Vincent's and Silveira properties is ever proposed for annexation to the City, require that Bayfront Conservation Zone requirements continue to apply to the area and adopt enabling ordinances.
- SVS-d     **Wetlands Delineation.** Request an "Advance Determination" by the Corps of Engineers regarding the extent of wetlands on the St. Vincent's and Silveira properties as part of any future planning studies of the area, and monitor the site during winters for additional wetland environmental information.



# **NORTHGATE POLICIES**







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## NORTHGATE ACTIVITY CENTER

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**Background:** The Northgate Activity Area encompasses the Marin County Civic Center, Northgate Shopping Center, and Terra Linda residential and employment areas north of Puerto Suello Hill, excluding established single family neighborhoods. However, incorporated and unincorporated outlying residential areas were considered tributary to the Northgate Activity Area and included in traffic modeling. A plan was adopted for the Northgate Activity Area in 1982 to balance future residential and commercial development potential with needed transportation improvements. Floor Area Ratio limits of 0.3 and peak hour trips corresponding to the FAR limits were established for all new non-residential development. The Plan also established Level of Service (LOS) D as the acceptable peak hour operating standard for critical intersections in the area.

The intent of the Northgate Plan was to develop the area as a primary residential, retail, employment, and cultural center for Marin County. This plan, with some revisions previously proposed in October, 1985, has provided the basis for General Plan land use designations in the Northgate area, although sites have been reevaluated and in some cases redesignated to maximize housing opportunities. The General Plan also refines timing of development with needed roadway improvements.

**Future Role:** The Northgate Activity Area will continue to be a primary residential, commercial, entertainment and cultural center for Marin County. A new hotel, Marin Center expansion, and recreational development at McInnis County Park will be significant cultural and recreational additions. New through arterial roads and the proposed transitway will provide significant parallel routes to Highway 101, and will improve circulation between Terra Linda and downtown San Rafael. Sewage treatment capacity will need to be expanded consistent with timing of planned development. Fire, recreation and shopping facilities improvements are planned to respond to community needs.

Northgate residential development areas will provide additional, diversified housing opportunities in San Rafael. Outlying residential development potential in Santa Venetia has been more clearly identified than in prior plans. Also, the Marin Ranch Airport site is a possible new housing opportunity area. The airport site is encumbered by a Declaration of Restrictions which restricts site uses to airport, recreation and limited other uses specified in the Declaration. However, if the City, County and property owner agree to modify the Declaration of Restrictions, this site could provide significant additional housing units. Residential uses would be compatible with surrounding recreation and residential development. Additionally, the site is expected to be highly transit accessible and could provide recreation and convenience services. Because the site was designated as an "agricultural and open space review area"

in previous plans, the Northgate Activity Center Plan circulation improvements did not anticipate or provide sufficient capacity for development of this site. Parallel arterials to Highway 101 would be needed to serve this development. The proposed eastside arterial and Lincoln connectors are such parallel arterials and are proposed to be partially funded by regional sources.

Adopted 0.3 FAR Northgate Plan commercial development intensities are retained in the General Plan and are consistent (for typical uses) with peak hour trip allocations to individual sites. Residential development densities and trip limits for parcels in and tributary to the traffic-sensitive Northgate area are also based on updated Northgate Plan designations. As elsewhere in San Rafael, maximum residential densities are not guaranteed and are dependent on provision of excellence in design which is compatible with surrounding development.

## **POLICIES FOR NORTHGATE**

### ***Land Use***

- NG-1 **Northgate Activity Center.** Continue to promote the Northgate Activity Center as a primary residential, retail, commercial, entertainment and cultural center for Marin County.
- NG-2 **Land Use.** Balance land use development with circulation improvements and manage and coordinate the type and intensity of land uses with needed transportation improvements to minimize traffic congestion and related air pollution, noise and safety impacts. Retain a mix of commercial and residential development potential, consistent with the adopted Northgate Plan, although with more of a residential emphasis where possible. Protect and enhance natural resources of the Northgate area.

### ***Circulation***

- NG-3 **Development Timing.** Timing of Northgate development projects shall occur in conjunction with needed road improvements as described in Circulation Policy C-3 and specific site recommendations. Development which has provided assessment district funding for Merrydale Overcrossing improvements may proceed.
- NG-4 **Circulation Improvements.** Provide the circulation improvements called for in the Circulation Background section and/or the Circulation Plan Map. Major improvements include the Lincoln/Los Ranchitos connector, the proposed eastside arterial, the Merrydale Overcrossing, and interchange/intersection improvements at Lucas Valley Road, Freitas Parkway, and North San Pedro and Merrydale Roads.
- NG-5 **Traffic Allocations for Development.** Development potential in Northgate has been limited based on traffic capacity defined by LOS standards. Underdeveloped parcels in Northgate are individually allocated additional trips as identified in the Appendices. The trip allocation system distributes traffic capacity of proposed roadway improvements and insures that ultimate development will not exceed the improved transportation system's capacity. Traffic mitigation fees based on the project's share of increased PM peak period traffic will be collected to provide partial funding for needed transportation improvements.



## ***Design***

### **NG-6 Design Considerations in Areas Adjacent to the Civic Center.**

- Require urban design analysis to assure compatibility of materials, color and building masses with Civic Center
- Require functional inter-connection with Civic Center
- Design to complement Civic Center architecture rather than compete
- Site plans should acknowledge vistas to Mt. Tamalpais

## ***Specific Site Recommendations***

- NG-7 Marin Ranch Airport Site Land Use.** The Marin Ranch Airport site is encumbered by a Declaration of Restrictions which restricts use of the property to airport, recreation and limited other uses described in the Declaration. The site may not be otherwise developed without modification or elimination of the Declaration. However, should the City, County and property owner agree to modify the Declaration of Restrictions to permit different land uses, the Marin Ranch Airport is envisioned to develop with low to medium density residential uses, a neighborhood convenience center, a marina or golf course and possibly a neighborhood park to serve Northgate area residents. The golf course, or a similar natural area, should provide a transition between intensive McInnis Park uses and airport site residential uses. Residential uses should be designed to mitigate possible nuisance noise impacts. Existing wetlands/habitat areas should also be buffered from any additional development. Any neighborhood park should be located and designed to be fully accessible to all neighborhood residents. The General Plan Land Use Map should be considered somewhat schematic; minor modifications may occur if policies are met. Access to the project shall be from the proposed eastside arterial. The Marin Ranch Airport as presently sized is considered an acceptable existing land use.
- NG-8 Marin Ranch Airport Development Timing.** Redevelopment of the Marin Ranch Airport Site is subject to overall transportation improvement phasing as described in Policy C-3.
- NG-9 County Civic Center Expansion.** Major county office expansions which require the construction of an additional southbound on ramp lane at Merrydale Road and auxiliary lane southbound over Puerto Suello Hill should not be permitted until the ramp and lane are funded.
- NG-10 Civic Center North Land Uses.** Civic Center North provides an excellent residential and hotel development location. The previously approved office use is retained on this site to provide a buffer between Marin Center uses and residential areas. Sufficient additional right of way to accommodate a four lane arterial shall be reserved as part of future development approvals. The site also provides an alternative potential neighborhood park location for the Northgate East area, if it is impossible to provide such a park on the Marin Ranch Airport site. Revision of the Civic Center North Master Plan to allow a hotel of up to 300 rooms is acceptable through adjustment of intensity of the Civic Center North office site or by complying with any other provisions herein. Wetland buffers and threatened and endangered species protection are important considerations for development on this site.
- NG-11 Lucas Valley Road Development.** The very low density residential designations for major parcels along West Lucas Valley Road represents previous approved Marin County plans for development, County zoning and prior Northgate Plan allocations. Any eventual urban development on these parcels should be clustered in the valley near Lucas Valley Road, with hillside and creek corridors preserved, similar to existing area development.



- NG-12 **Daphne.** The Daphne parcel has long been zoned and designated for limited residential development. The parcel contains key land needed for planned highway interchange improvements. Proposed development shall provide noise setbacks consistent with City standards, retention of community-wide visual resources, ridgeline protection and creekside setbacks. Residential development shall also be compatible with existing area development. It is expected that the maximum development potential previously proposed for the site would be very difficult to achieve.
- NG-13 **Hillside Parcels, end of Los Gamos Road and Orchid Drive.** These are steep, highly visible parcels with limited access. Development shall be clustered to retain community-wide visible hillside resources. Access to the northern parcel is very difficult and should be considered through the adjacent southern parcel. If possible, the two sites should be combined with development potential clustered toward Orchid Drive.
- NG-14 **Scettrini.** The site is very steep with community-wide visible hillside resources which should be preserved. Development should be clustered toward the lower portion of the site.
- NG-15 **Hospital/Residential Parcel, Smith Ranch Road.** A hospital-medical complex will be evaluated on its merits. A hospital-medical office complex could generate approximately three times the P.M. peak period traffic that would be generated by medium density residential development of the site. The benefits of having a new hospital-medical office complex will need to be measured against the cumulative effects of such a high traffic generating employment use in a housing opportunity area. If a hospital is constructed, surrounding office uses would be expected to convert over time to predominantly medical office uses, which are more intensive than general offices. To compensate for the increased traffic generation if a hospital-medical office complex is approved, the development potential of some properties tributary to the Smith Ranch Road/Lucas Valley Road may have to be reduced to assure maintaining Level of Service "D" operation. The site provides an excellent housing development area where substantial residential development can be accommodated. Development plans and construction shall protect the adjacent pond.
- NG-16 **Kaiser Permanente Medical Center.** The Plan would allow substantial addition to the existing hospital-medical office complex generally consistent with the pending master plan submitted. To reduce existing and potential adverse effects on the surrounding neighborhood from the inadequate parking and high traffic generation of this facility, a sophisticated TSM program will be diligently and successfully implemented by Kaiser.
- NG-17 **Smith Ranch Pond.** The City-owned pond on Smith Ranch Road is to be preserved and protected from any adjacent development.
- NG-18 **Buck's Landing.** The access road and flat area currently devoted to marine uses are designated for "marine related uses". However, due to this site's isolated, rural location, lack of services, unclear status of State Lands Commission and Corps jurisdiction claims, as well as significant traffic constraints at North San Pedro/Civic Center, the property is designated for only limited marine use expansion potential.
- NG-19 **Jail Facility.** A new County jail may be located on and adjacent to the existing Honor Farm site. Cumulative traffic impacts and the effect of the jail on the proposed Eastside Arterial alignment must be considered in project review. If approved, the property would be redesignated "public/quasi public".

## IMPLEMENTING PROGRAMS

- NG-a **Amend the Northgate Activity Center Plan (NGACP).** Amend the NGACP to reflect built land uses and proposed uses, and General Plan policy revisions or incorporate the Plan into the General Plan.
- NG-b **Coordination with Marin County on Potential Expansion of County Offices and Facilities.** Coordinate street and other improvements with possible future County expansion at the Civic Center and surrounding areas.
- NG-c **Coordination with Marin County re: Unincorporated Area Development.** Coordinate with Marin County regarding potential development of unincorporated areas tributary to Northgate commercial areas, in order to maintain LOS standards.



# **DOWNTOWN AREA POLICIES**





# **DOWNTOWN AREA POLICIES**



## OUR VISION OF DOWNTOWN SAN RAFAEL

*Our Vision of Downtown San Rafael* was developed in the early 1990s through a broad-based collaborative community visioning process. *Our Vision* contains a narrative picture of what our community wants Downtown to feel and look like in 2010. The following is a brief summary of the most important images envisioned for Downtown San Rafael from *Our Vision*.

Downtown, with its sense of nurturing community, remains the place where a person can rediscover one's roots and heritage. Downtown San Rafael is our *hometown*. While safe, friendly, warm, welcoming, and a comfortable mix of old and new, Downtown rocks with the excitement of an urban community and multidimensional city. Downtown generates a climate of good cheer and companionship where people want to socialize, work, or conduct a business.

Downtown is a *healthy economic center*. Thriving and profitable retail is a barometer of the health and vitality of Downtown. Shops provide that personal touch where customers are treated as neighbors and friends whether they are visitors, entrepreneurs who work in Downtown's new class "A" office buildings and in the restored and refurbished Victorians, or those who are attracted to the ambiance of local, personalized retailing.

Downtown is a *wonderful place to live*. Downtown provides a plethora of housing opportunities at both affordable and market rates for those who choose the

amenities and advantages of an urban community lifestyle. A young professional beginning a career, a single parent in need of nearby shopping, services, and transit, a senior couple wishing to downsize their suburban home, or a Downtown worker, can find the right living arrangement in one of the condominiums, apartments, duplexes, townhouses, and single family homes, or single resident rooms in Downtown San Rafael.

Downtown *flourishes as our social, cultural, recreational and entertainment center*. Many activities are concentrated here, from Falkirk Cultural Center to live theater at Belrose, to movies at the dynamic Rafael Film Center, forming the most interesting entertainment venue in the Northern Bay Area. City residents, visitors from neighboring towns, and tourists enjoy our cultural riches: the bookstores, the library, the Mission, art galleries, theater, museums, displays and performances at the community center, as well as street fairs and outdoor entertainment.



Downtown puts the spotlight on life. Parades, festivals, *fiestas*, *events*, *gatherings all happen Downtown*: Italian Street Painting, Film Festival, Classic Cars Parade, Halloween Trick or Treat, Winter Lights, Easter Egg Roll, and every week from May to October the Downtown Farmers Market. The sidewalks are bustling with people meeting friends for coffee at one of the outdoor cafes or restaurants, browsing at the popular public market and shopping in our specialty stores.

Downtown *celebrates diversity*, accepting and valuing differences, creating new relationships among groups, peoples, individuals of all cultures, economic status and interests. Children, teens, adults, seniors all feel welcome and find something to do. Families especially feel comfortable here and enjoy their Downtown outings.

Downtown grows multicolored with the splendor of flowers in boxes and streets lined with trees. Downtown is a *beautiful place to stroll* among a blend of buildings that reflect our heritage and our dynamic times. Downtown is a park-like setting where the urban landscape is softened by the workings of nature and adorned with public art.

## Downtown Districts

Downtown San Rafael is a mosaic of six districts, each of which has a unique character. While the individual character of each district is well-defined, *Our Vision* states that the boundaries between the areas are flexible as all of the districts are interconnected and together make up our whole Downtown.

*Vision* districts have been translated into General Plan land use categories which closely follow the boundaries described in the Vision. Three districts are not expected to change significantly: Fifth/Mission, the West End Village, and the Fourth Street Retail Core. Other parts of Downtown are expected to have greater changes over time, particularly the Lindero Office District, which is now largely vacant. The following descriptions of the General Plan's land use categories provide an introduction to the different areas of Downtown.

- **Fourth Street Retail Core** - The heart of Downtown, the primary shopping area and the center of entertainment, public events and social activities. This district encompasses Fourth Street from Lincoln to "E" Street.
- **Hetherington Office District** - The major gateway to Downtown and center of our transportation system. This office district is adjacent to Highway 101.
- **Lindero Office District** - At the southeast corner of Downtown, a major development area with office and some retail uses.
- **Second/Third Mixed Use District** - An attractive, safe and efficient transportation corridor along Second and Third Streets.
- **West End Village** - A mixed use village with strong connections to the Retail Core. This district is located along Fourth Street west of "E" Street.
- **Fifth/Mission Residential/Office District** - Our civic center and cultural district, with residential and office uses.

## **GOALS, POLICIES AND PROGRAMS FOR DOWNTOWN**

*Goals are the ideals we strive for and are derived from value statements in Our Vision. Policies, also from Our Vision, establish San Rafael's position on Downtown issues. Set forth in both written statements and policy maps, policies describe the direction the community wants to follow in order to meet its goals. Programs are specific actions that the City, a community group, business leaders, or other organizations should or will take in order to implement our policies and move closer to our goals.*

*The following are our goals, policies and programs for Downtown Community, Economic Development, Urban Design and Circulation. Together the goals, policies and implementing programs guide Downtown's future.*

## **DOWNTOWN COMMUNITY**

*Downtown is a unique and beloved part of the San Rafael community. It has events, celebrations and festivals which attract the whole community. Our Vision describes the special characteristics of Downtown, its sense of community and hometown feeling. As Downtown changes over time, we want Downtown to continue to retain and enhance its hometown feeling and friendliness. We recognize that to achieve Our Vision we need a spirit of cooperation and collaboration among the city's residents, the business community and city officials.*

### **GOALS**

#### **DT - A Sense of Community**

Downtown is the heart and soul of the San Rafael community. It's the place where people participate in community life. Our common activities reflect the shared investment we have in Downtown.

#### **DT - B Hometown Feel**

Downtown has a hometown feel. It is comfortable, walkable, the place you go to meet friends, relatives and fellow citizens, a community unlike any other in Marin. People who return after an absence of 20 years say it still feels like home.

#### **DT - C Complete Urban Community**

Downtown is an urban place that in a compact area provides all the activities needed in a community including shopping, work, housing, financial, entertainment, social and religious.

#### **DT - D Diversity**

Downtown embraces diversity, expressing it in many ways. We accept, value and foster a diverse mix of uses, activities and businesses throughout Downtown. Diversity and creativity in design and architecture are encouraged. We respect and welcome people of all ages, economic status, race and cultures.

#### **DT - E Environmentally Sound Practices**

Downtown uses environmentally sound practices. Natural features are respected. Jobs, housing and transportation are in close proximity to reduce auto dependence and encroachment into open space areas. Recycling, energy and water conservation practices are all followed.

#### **DT - F Civic Cooperation**

The city, citizens of San Rafael and the business community cooperate to get things done. Actions are collaborative in nature with wide participation by property owners, merchants, business people and residents. High standards are set for development and activity Downtown, and the city works in a proactive and creative way with business to create an aesthetic, successful, people- and business-friendly environment.

### **POLICIES**

#### **DT - 1 Community cooperation**

Encourage flexibility and cooperation in interactions among City officials, the citizens of San Rafael and the business community. This includes joint public/ private efforts to improve Downtown; open, direct communication; citizen-initiated and -driven projects; understandable, flexible and efficient City regulations; and a simple and certain development review process.

#### **DT - 2 Event center**

Expand Downtown's reputation as the event center for the city by encouraging parades, festivals, celebrations, promotional sales and sports events. These activities may occur throughout Downtown; can be in the streets, parking lots, sidewalks, open spaces and private property; and are sponsored by public, private and non-profit organizations, individuals and businesses.

#### **DT - 3 Environmental practices**

Support General Plan Natural Environment and Safety policies to protect and enhance area environmental resources, and promote safe development practices.

#### **DT - 4 Competing concerns**

In reviewing and making decisions on projects, there are competing economic,

housing, environmental and design concerns which must be weighted against one another. No one factor should dominate, however, economic and housing development are high priority to the health of Downtown.

### **PROGRAMS**

#### **DT - a Support of *Our Vision***

The City of San Rafael, through its collaboration with the community and in its decision-making about the future of Downtown, will use *Our Vision* and its Value Constitution and Principles as reflected in General Plan policies and programs to initiate and support actions consistent with the Vision.

#### **DT - b Downtown Vision Committee**

Continue to support the Downtown Vision Committee which is responsible for:

- Continuing involvement by the community,
- Fostering communication between stakeholder groups,
- Reporting on the progress of the Vision,
- Promoting *Our Vision of Downtown San Rafael*,
- Aligning projects with the Vision,
- Advocating projects consistent with the Vision, and
- Measuring, monitoring and adjusting progress made in implementation.

#### **DT - c Streamline City permitting**

Continue to streamline City of San Rafael's permit processes.

#### **DT - d Funding**

Encourage community groups to develop new funding sources for Downtown programs and capital improvements to leverage City funding with private money.

#### **DT - e High profile signature events**

Continue to encourage high profile, signature events to bring people Downtown and to promote Downtown San Rafael.

#### **DT - f More events**

Encourage public events throughout Downtown, such as promotional events, youth and family entertainment, and expansion of activities at Downtown cultural facilities.



## ECONOMIC DEVELOPMENT DOWNTOWN

*Our economic policies and programs are from the Economic Principles in Our Vision. We envision that Downtown will become a livelier place with many more people both day and evening. Economic development is at the heart of what makes Downtown survive. Downtown is a retail, business and financial center, and our goals and policies set the framework for a growing, dynamic and successful center.*

### GOAL

#### DT - G Healthy Economy

Downtown is a healthy, prosperous place because it is a good place to do business, an excellent investment opportunity and a stable residential area.

### POLICIES

#### DT - 5 Economic sustainability

Substantially expand Downtown's economic success by increasing opportunities for retail, office and residential development Downtown. Downtown must continue to be a substantial tax generator directly benefiting the citizens and City of San Rafael by generating the financial support needed to achieve the social, cultural and urban design elements of our Vision.

#### DT - 6 Healthy retail sector

Promote a healthy retail sector, essential to a successful and prosperous Downtown.

#### DT - 7 Financial and office center

Strengthen Downtown's position as a major business, financial and office center for the city and the county by maintaining a diversified economic base of mutually supportive balance of office, service and government uses.

#### DT - 8 Cultural and entertainment promotion

Promote Downtown as the cultural and entertainment center of San Rafael and the County. Cultural and entertainment uses should bring people Downtown and stimulate other business opportunities.

#### DT - 9 Housing Downtown

Create a popular and attractive residential environment which will contribute to the activity and sense of community Downtown. This includes:

- Preserving, where possible, existing units,
- Seeking ways to upgrade and improve existing units,
- Providing incentives to encourage private sector construction,
- Designing units that take advantage of Downtown's views, proximity to shopping and services,
- Adopting residential development standards that respond to Downtown's urban situation, and
- Encouraging a mix of units: affordable and market rate, family and senior, rental and ownership, and live/work and single room occupancy units.

#### DT - 9a Business Expansion

A one time exemption from FARs shall be allowed for expansion of Downtown businesses up to ten percent of the size of the building or 750 square feet, whichever is larger, as long as parking, design and other City policies and standards can be met. Traffic studies may be required for one time expansion proposals above FAR limits for buildings along Fifth and Mission Avenues due to more constrained traffic capacity in those locations.

### PROGRAMS

#### DT - g Business development

Support business development efforts Downtown to create a robust retail mix, reinforce our strong office market and promote evening activities, restaurants and entertainment. This includes cooperative and coordinated programs to manage, recruit and market Downtown businesses.



**DT - h Entertainment activities**

Provide development opportunities, incentives and direct assistance for public, private, non-profit and commercial entertainment activities that appeal to people of all ages, cultures, and interests.

**DT - i Land use/zoning revisions**

Revise City policies and regulations as needed over time to meet changing market needs and promote a healthy and vital Downtown.

**DT - j San Rafael Library**

Keep the City library Downtown, support its expansion and enhance its capacity to provide digital and multimedia information resources.

**DT - k Public market**

Encourage collaborative efforts to develop a permanent Public Market Downtown.

**DT - l Community facilities**

Support efforts to develop a major community entertainment and/or educational facility, such as a museum or skating rink.

**DT - m Housing**

Adopt General Plan density changes, zoning standards, incentives and revised housing conservation standards which recognize Downtown's urban character.

**DT - n Utilizing development potential**

Conduct a feasibility study of utilizing unused development potential of public parking lots for residential development.

**DT - o Monitor Downtown development**

When Downtown redevelopment is approaching an additional 600,000 square feet and 400 units, or equivalent, above the development intensity of 1995, review and update the San Rafael General Plan policies and programs for Downtown.

**DISTRICT ECONOMIC DEVELOPMENT  
CONSIDERATIONS**

*Each district Downtown has a unique economic character. The economic development policies, together with the land use policies, offer a clear picture of how San Rafael wants Downtown to be, and in some areas change, as we move toward our vision.*

**POLICIES**

**DT - 10 Fourth Street Retail Core**

**a. Heart of Downtown**

Make the Fourth Street Retail Core the center of San Rafael's activities, with a diverse mix of uses including retail, service, entertainment, cultural, finance, office and housing. Housing and general office uses are encouraged on upper floors.

**b. Successful retail area**

Develop Downtown San Rafael as one of the most interesting and popular shopping areas in the Bay Area by making it vibrant and alive all day and evening, full of people and activities and offering a wide variety of unique, one-of-a-kind shops. With uses such as restaurants, coffee houses and bookstores, Fourth Street and the cross streets will be a vigorous and growing retail center highly valued by Marin County residents.

**c. "Alive-after-five"**

Maintain a mix of businesses active at different time of the day and the week, especially to keep Fourth Street active and busy after 5 PM; by encouraging existing businesses to remain open in the evenings; and by attracting new businesses which are open later in the day.

**d. Rafael Film Center**

Encourage the Rafael Film Center to be the center of a local art and cultural scene which will attract people from throughout the Bay Area and benefit Downtown businesses and the San Rafael community.

## **DT - 11 Hetherton Office District**

- a. **Transportation hub**  
Make Hetherton the crossroads and transportation hub of San Rafael and Marin County by providing safe, attractive and convenient ways to get Downtown to work, shop, seek entertainment and return home. Include safe pedestrian and bicycle connections linking this area to the stores, services, cultural facilities, and recreational opportunities in other parts of Downtown.
- b. **Office center**  
Encourage development, especially office and professional service buildings which serve San Rafael residents as well as commuters from elsewhere in Marin County. An office employment center in Hetherton located near the Transit Center, the future Transitway and Highway 101 facilitates an ecologically-sound city design.

## **DT - 12 Lindero Office District**

- a. **Strategically significant gateway**  
Transform the Lindero Office District into one of the most handsome urban places in Marin County by developing landmark, well-designed buildings. This District will be a special asset to the city and enhance Downtown's image as a high quality business center. The primary purpose of this district is to attract new people that would shop and use the rest of Downtown, particularly the Fourth Street Retail Core.
- b. **Mix of uses**  
Encourage an office complex which may include limited and incidental office-serving retail uses and other secondary uses such as entertainment, cultural facilities, public parking, and if feasible, residential uses. Alternate uses to an office complex could potentially include a major hotel, cultural or entertainment facility, or residential, if feasible. ("Big Box" retail and

shopping centers are not allowed in this District.) Any project must achieve the objectives described in (a) above. If the project is phased, retail must be built concurrent with or subsequent to the primary project.

## **DT - 13 Second/Third Mixed-Use District**

- a. **Uses which advertise Downtown**  
Significantly enhance the overall impression of Second and Third Streets by creating an inviting appearance which entices people to visit and shop in the nearby Fourth Street Retail Core. Allow a vital, varied and compatible mix of offices and business- and local-serving retail uses. Uses usually accessed by car should be concentrated along the west end of Second Street to utilize the high traffic volumes to their benefit.
- b. Enhance the pedestrian character of the "A" and "B" cross streets by encouraging a variety of uses, including neighborhood serving and specialty retail uses, and residential uses.
- c. **Lots west of PG&E site**  
Lots APN 13-012-10 and -11 should develop with uses appropriate with identified uses in the Lindero Office District.

## **DT - 14 West End Village**

- a. **Village within Downtown**  
Keep the West End Village a unique, friendly, desirable place to live and shop. Activities in this district focus primarily on meeting the needs of the local community, especially the surrounding neighborhoods.
- b. **Unique shopping district**  
Continue to encourage development which makes the West End Village a unique place to shop. One-of-a-kind businesses, such as bakeries, restaurants, craft stores, art galleries and interior decorators; outdoor uses

such as sidewalk cafes; and a major retail anchor use are all part of the West End's special blend of retail.

**DT - 15 Fifth/Mission Residential/Office District**

- a. **Civic Center**  
Support government services at the San Rafael City Hall.
- b. **Office and residential uses**  
Intermingle office and residential uses throughout the District. East of "B" Street is a comfortable blend of mid-sized office buildings and residential developments. Medical services, social service providers and non profits are concentrated in the attractive Victorian buildings west of "E" Street.
- c. **Cultural district**  
Encourage a thriving cultural district, based on the many community-cultural activities at the theaters, schools, library, museum and churches.

**PROGRAMS**

**DT - p Downtown management**

Organize and manage the Downtown Retail Core through a cooperative and harmonious effort of property and business owners, the San Rafael Chamber of Commerce, city officials and the Business Improvement District. Aggressively market Downtown businesses with a focus on the Core, to successfully compliment nearby shopping centers and other downtowns in the County.

**DT - q Rafael Film Center**

Assist the Rafael Theater reopening project, and support Film Center programs.

**DT - r Fourth Street staging area**

Use the Fourth Street Retail Core as the primary staging area for Downtown events and activities. Continue to accommodate enterprises ranging from the Downtown Farmers Market, parades, fiestas and sidewalk sales to outdoor cafes and vendors.

**DT - s Connected to the Retail Core**

Consider ways to connect the Village to the Fourth Street Retail Core through joint marketing and managing efforts for Downtown retailers, and through shared parades, celebrations and public events which extend into the District.

**DT - t Cultural resources**

Continue to support cultural resources such as the Falkirk Cultural Center, the San Rafael Library building, and Marin County Historical Museum.

**DT - u Implementing standards**

Adopt zoning standards which guide the mix and location of uses Downtown as described in our policies.

**DT - v Lindero Office District**

Give priority to processing a development proposal on the vacant PG&E lot.



## DOWNTOWN URBAN DESIGN

*Downtown San Rafael has a physical aspect described as "hometown." New development contributes to the beautification and vitality of Downtown. Downtown is increasingly attractive with more landscaping and trees. Our goals and policies ensure that new buildings will be well designed, respect our historic heritage and be attractive to pedestrians.*

### GOALS

#### **DT - H Strong Identity**

Downtown has a strong image and presence. It is seen in the city and county as a desirable place to be. People admire and enjoy downtown. Our Downtown is viewed by other cities and downtowns as a place to emulate.

#### **DT - I Historic Heritage**

Downtown honors and preserves our historic heritage while welcoming and integrating contemporary architecture and art.

#### **DT - J Gathering Place**

Downtown is the community gathering place where events, parades and special celebrations occur. This is where shopping and business activities converge, where we meet our friends, where we celebrate and interact as a community.

#### **DT - K Active, Outdoor and People Orientation**

Downtown capitalizes on San Rafael's fine weather, with outdoor cafes, open storefronts, outdoor activities and events. It is fun, exciting, full of people, the place where people go and good things are happening.

#### **DT - L Pleasant to Walk In**

Downtown San Rafael is a pleasant place to stroll and people walk to and from the surrounding neighborhoods. Sidewalks are tree shaded and well maintained, pedestrians are screened from traffic, and there are places to sit and people watch. Our buildings complement and enhance the street level ambiance for pedestrians.

#### **DT - M Clean, Safe and Attractive**

Downtown is a clean, safe and attractive place. Sidewalks and streets are clean, and all utility lines are underground. People have a sense of security and safety. Buildings and landscaping are maintained, well designed and reflect a pride of ownership.

#### **DT - N Good Neighbor to Neighborhoods**

Downtown activities are focused and do not impact nearby neighborhoods. Downtown enhances the neighborhoods' quality of life by offering easy and safe access to urban amenities and services.

### POLICIES

#### **DT - 16 Special place**

Preserve Downtown's reputation as a special place by developing a strategy which builds on Downtown's existing strengths:

- Unique urban characteristics and density,
- Diversity in architectural design, and
- Historic heritage and buildings.

#### **DT - 17 Historic character**

Recognize and utilize the unique character of Downtown's many attractive, well liked, historic buildings.

#### **DT - 18 Downtown design**

New and remodeled buildings must contribute to Downtown's hometown feel. Design elements which enhance Downtown's identity and complement the existing attractive environment are encouraged, and may be required where appropriate for locations with high visibility or for compatibility with historic



structures. Design considerations include:

- Varied and distinctive building designs,
- Sensitive treatment of historic resources,
- Generous landscaping to accent buildings,
- Appropriate materials and construction,
- Site design, architecture and streetscape continuity.

#### **DT - 19 Overall pedestrian environment**

Enhance Downtown's streets where there is pedestrian traffic by encouraging where appropriate:

- Well-designed window displays and views into stores,
- Outdoor businesses and street vendors,
- Signs that are easy for pedestrians to see and read,
- Sun-filled outdoor courtyards, plazas and seating areas,
- Flexible use of sidewalks and streets,
- Attractive street furniture and lighting,
- Information kiosks and public art,
- Safe sidewalks and crossings, and
- Pedestrian access and paths throughout.

#### **DT - 20 Ground floor designed for pedestrians**

Ensure that all buildings, regardless of height, are comfortable for people at the ground level. This includes:

- Relating wall and window heights to the height of people,
- Providing large windows, landscaping and things for pedestrians to look at,
- Orienting signs to pedestrians,
- Adding landscaping, and insets and alcoves for pedestrian interest, and
- Stepping upper stories back as building height increases.

#### **DT - 21 Downtown's neighbors**

Distinguish Downtown from adjoining neighborhood areas by:

- Announcing major entrances to Downtown with gateway treatments,
- Keeping all Downtown activities within Downtown's area.
- Providing a gradual visual transition into adjacent residential neighborhoods.

### **PROGRAMS**

#### **DT - w Standards**

Adopt zoning ordinance standards which encourage development design and intensity consistent with *Our Vision*.

#### **DT - x Design guidelines**

Adopt design guidelines which promote an active streetscape and a pedestrian-friendly environment, and respect historic buildings.

#### **DT - y Facade improvements**

Begin a facade improvement program to encourage beautification of Downtown buildings.

#### **DT - z Urban Design Plan**

Consider developing an Urban Design Plan when funding becomes available. Possible topics may include:

- Illustrated guidelines for public spaces including:
  - Redesign and possible expansion of the area around Courthouse Square to create a community gathering place.
  - Fourth Street "gateway" improvements in the Hetherton Office District.
  - Improvements to sidewalks and cross walks throughout Downtown, especially around the Transportation Center.
  - A program to allow for flexible use of sidewalks on active pedestrian streets.
- Evaluation of possible view corridors to respect views of the church.

**DT - aa Tree program**

Support collaborative efforts, such as the Tree Committee, to plant trees and to add to the pleasant walking character of Downtown.

**DT - bb Newsracks**

Pursue the relocation/upgrading of newsracks to improve the appearance of our Downtown streets.

**DT - cc Underground utilities**

Improve the appearance of Downtown by undergrounding utilities where feasible, with a high priority on Second and Third Streets.

**DT - dd Downtown gateways**

Support collaborative efforts to maintain and improve existing gateway monuments.

**DT - ee Visible street patrols**

Maintain the high visibility of the street patrol which add to the feeling that Downtown is a safe, welcoming place.

## **DISTRICT DESIGN CONSIDERATIONS**

*Each Downtown district has unique design characteristics reflecting the activities in the district, existing patterns of development, and whether or not the district is expected to change a great deal or remain essentially the same.*

## **POLICIES**

### **DT - 22 Fourth Street Retail Core**

**a. Courthouse Square**

Create a distinct image for the area as the "heart" of Downtown with a plaza around Courthouse Square. Transform this area into a lively plaza full of people, events and retail uses where people gather to celebrate community events, or congregate before moving on to the Rafael Film Center, shopping areas and evening entertainment activities.

**b. Outdoor gathering places**

Encourage a variety of inviting and safe public and private outdoor gathering places Downtown for community celebrations, people watching, and recreation.

**c. Fourth Street Core improvements**

Improve the appearance of Fourth Street through landscaping and additional trees, street and sidewalk enhancements, infilling underdeveloped lots, discouraging curb cuts, and renovating building facades.

**d. Heights**

Heights of individual buildings will vary, ranging from two to four stories, with increased height permitted in some locations consistent with bonus height policies. Buildings on the south side of Fourth Street should minimize the blockage of sunlight on the sidewalks on the north side of Fourth Street.

- e. **Parking lot connections**  
Improve pedestrian connections between public parking lots and Fourth Street.

#### **DT - 23 Hetherton Office**

- a. **Downtown gateway**  
Transform the Hetherton Office District into an elegant entryway into Downtown San Rafael. Improve the entries to Downtown at Third Street, Fifth Street, Mission Avenue and Lincoln Avenue with entrance graphics, planting and lighting. Buildings should complement the district's entryway treatment and provide an attractive facade along Hetherton Street.

- b. **Fourth and Hetherton**  
Announce and mark this primary gateway to Downtown with a distinctive gateway treatment at Fourth Street and Hetherton which is gracious and welcoming in character. Design issues to consider are:

- Plaza or other open space areas both public and private,
- Public art,
- Strong, colorful landscaping design, and
- Retail uses opening on to a plaza or other open space areas.

- c. **Height**  
Building heights of three to five stories are allowed west of the transitway, and typically up to three stories east of the transitway.

- d. **Hetherton design**  
Encourage projects of high quality and varied design with landmark features which enhance the District's gateway image. Examples include:
  - Building design emphasizing the gateway character and complementing the district's entryway treatment by incorporating accent elements, public art and other feature items,

- Upper stories stepped back,
- Ground floor areas have a pedestrian scale,
- Retail uses opening onto public areas,
- Useable outdoor spaces, courtyards and arcades which are landscaped, in sunny locations and protected from freeway noise,

- e. **Under Highway 101**

Make the area under the freeway attractive and safe with, for example, landscaping, public art or fencing.

#### **DT - 24 Lindero Office District**

- a. **Handsome landmark**

Enhance the visual image of Downtown by establishing a distinctive, high quality landmark building in the eastern portion of the District near the freeway. This superior design quality will be the major identifying characteristic of the District. This landmark development will be visible from other parts of the city, should be identified by increased building height, up to six stories, and exemplary architecture, and must be a graceful addition to the views of Downtown from Highway 101.

- b. **PG&E office building site**

The Lindero Office District encompasses the area delineated on the land use map. However, if a major development project includes the existing PG&E office building site on the north side of Second Street, a master plan is required to ensure a project which works as a whole.

- c. **Height**

Provide a variety of heights in individual buildings: two to four stories, with a height bonus up to six stories.

- d. **Building design and sense of place**

Evoke a strong sense of place through site and building design which includes:

- Buildings oriented to take advantage of the Creek frontage and provide views of Mt. Tamalpais,
- Variety in architectural styles,
- Varied setbacks on Second Street,



- Arcades and courtyards,
  - Buildings which are inviting and attractive on all sides facing the street or pedestrian areas,
  - Reduced visual impact of parking areas through site design and landscaping,
  - Screened PG&E transformer area, and
  - Screened loading/unloading areas.
- e. **Regional and neighborhood emphasis**  
Although the District should be architecturally distinctive and urban in character, appealing to the broader region, blend development carefully with neighborhoods to the south and with adjacent office development in the Second/Third Corridor and Hetherton Gateway Districts.
- f. **Active ground floor**  
Make this area a pleasant place for pedestrians through active street frontages and buildings with a human scale at the ground level.
- g. **Lindero connections**  
Tie the different properties and developments in the area together through a wide variety of elements including:
- Compatible uses and tenant mix,
  - A network of public spaces linked by pedestrian pathways, and
  - Enhanced appearances of Lincoln Avenue, Lindero Street and Andersen Drive through continuity of streetscape features such as lighting, street trees and sidewalks.
- h. **Links to other districts**  
Connect Lindero to the rest of Downtown through site design, architecture and streetscape continuity with adjoining districts.
- i. **Mahon Creek improvements**  
Improve access to and use of Mahon Creek through useable recreation areas, landscaping, bikepaths and walkways.

## DT - 25 Second/Third Mixed-Use District

### a. **Transportation Corridor**

Overcome the dominance of cars traveling through the City by creating an attractive, landscaped, safe and efficient transportation corridor on Second and Third Streets. Improvements include planting trees, placing utilities underground and making the crosswalks safer. Ensure that traffic moves smoothly, while making changes so that traffic speed and noise are no longer the primary characteristics of the Corridor.

### b. **An inviting appearance**

Create an inviting appearance to people traveling Second and Third Streets. Encourage attractive, creative and varied architecture on Second and Third Streets, with design detail on all sides of buildings visible to the street or pedestrians.

### c. **Unique character of cross streets**

"A" and "B" Streets are important links from Fourth Street to neighborhoods south of Downtown. Strengthen the unique character of these cross streets by giving special treatment to:

- "A" Street as an important visual and pedestrian connection between Mission San Rafael Arcangel and Albert Park and Andersen Drive, and
- "B" Street as an area of strong historic character and a major pedestrian connection between the Gerstle Park Neighborhood and the Fourth Street Retail Core.

### d. **Height**

Individual building heights will vary and typically range from two to five stories east of "B" Street, and from one to three stories generally west of "C" Street.



e. **Safe for pedestrians**

Make Second and Third Streets more attractive and safe for pedestrians by planting more street trees, creating a visual buffer between pedestrians and the street, and reducing the number of driveways which interrupt sidewalks.

f. **Lindero connections**

Tie lots APN 013-012-10 and -11 into planned changes on the PG&E properties to the extent feasible through integrated site and circulation design, streetscape improvements, and architecture.

g. **Improved parking**

Develop attractive, screened and easy-to-find public and private parking areas serving both the Fourth Street Retail Core and the Second/Third Street Corridor.

- Providing a wide variety of goods and services, and
- Including outdoor restaurants, sales and activities.

c. **Attractive outdoor setting**

Increase interest for pedestrians with:

- Outdoor cafes and other activities,
- Streetscape improvements such as banners, benches and public art,
- Small staging areas for events in the Village and/or extend into the Core,
- Sidewalk repairs,
- Views to the creek where possible, and
- Plentiful and colorful landscaping.

d. **Residential design**

Blend new multifamily development on Second and Third Streets into the character and appearance of the Latham Street neighborhood. For example, new development should have elements similar to existing structures, entrances oriented toward the street, and driveways and garages which are recessed or under the buildings. Encourage lot consolidation for better site design.

e. **Fourth Street Retail Core connection**

Visually connect the Village to the Core, for example, by installing street lighting and trees similar to those in the Core.

f. **Village identity**

Create a distinct identity for the Village with, for example, a sign program or bench program unique to the District.

**DT - 26 West End Village**

a. **Historic neighborhood shopping district**

Preserve the West End Village as a beautiful, inviting, relaxed place with a comfortable neighborhood character. Keep its historic appearance and small scale buildings. West End Village design includes:

- Retaining the small storefront pattern, and building to the street property line, and
- Facade improvements and lighter and brighter building colors.

b. **Retail anchor**

Retain and upgrade the Yardbird's Center retail anchor by:

- Integrating all the individual properties and parking lots into a well designed center,
- Coordinating and connecting the shopping center with the other stores and services along the west end of Fourth Street,

g. **Improve parking**

Upgrade existing parking and create new, easy to find parking areas by:

- Requiring new development to provide adequate new parking areas,
- Screening parking areas with landscaping,
- Locating parking lot entrances on side streets where possible.

**DT - 27 Fifth/Mission District**

a. **Culturally-rich historic district**

Reinforce the graceful, historic and cultural strengths of the District by showcasing resources such as the Falkirk Cultural Center, the City Library building, the Boyd House and the many Victorian structures by, for example:

- Retaining public spaces such as the lawn areas in front of the Library and Falkirk Cultural Center,
- Creating a more identifiable and accessible entrance into Boyd Park,
- Connecting this area into the activities on Julia Street and Courthouse Square, and
- Opening views to the Falkirk Cultural Center from Mission Avenue.

b. **Fifth Avenue and "A" Street**

Retain the open areas at the intersection of Fifth Avenue and "A" Street on the north side of Fifth Avenue in front of St. Raphael's Church, and along the Courthouse Square Building.

c. **Fifth/Mission design**

Encourage an interesting diversity of building styles in the Fifth/Mission District ranging from historic Victorians to well-articulated new office buildings. On Fifth Avenue west of "E" Street and on the east and west ends of Mission Avenue:

- Design infill office and residential development to be compatible with existing neighborhood qualities, and
- Include landscaped front yards and historic building characteristics.

d. **Fifth/Mission pedestrian character**

Enhance the pedestrian character by preserving mature landscaping, planting more street trees and by enhancing views down the cross streets. In addition, establish a strong visual and pedestrian access connection on "B" Street from Boyd Park to Albert Park, and stronger connections between the Fifth/Mission District and surrounding neighborhoods.

e. **Height**

Heights of individual buildings will vary, but be similar in scale to existing buildings west of "E" Street, and on the east end of Mission. Two to three story offices are anticipated east of "B" Street.

**PROGRAMS**

**DT - ff Project Review**

Incorporate design policies into individual project design review.

**DT - gg Courthouse Square Plaza**

Explore ways to create a distinct plaza area around Courthouse Square. Consider improvements to make the area a more accessible focal point for Downtown, while keeping Fourth Street open to traffic.

**DT - hh Mahon Creek**

Consider securing Mahon Creek south of the PG&E property for improved creek alignment, landscape/entry design treatment, or needed bicycle connections.

**DT - ii Andersen Drive Streetscape**

Provide streetscape improvements along Andersen Drive consistent with the approved Andersen Drive/"A" Street design plan.

## CIRCULATION

*Traffic is not the driving force behind our Vision. Increases in activity, shoppers and workers will result in increased pedestrian and vehicular traffic, which is viewed as a mark of our success in revitalizing Downtown. In our Vision and General Plan policies, desired uses and levels of activity are identified, and vary by area. Some areas of Downtown are expected to remain much the same, while others (Second/Third Mixed Use, Lindero Office and Hetherton Office Districts) are "change areas" where some increases in use are desired.*

*There are a variety of ways to accommodate the traffic which comes with change. Goals, policies and programs encourage alternatives to driving Downtown, permit full utilization of our Downtown streets, and help make it easier to get to Downtown, to move around in it and to park. We recognize Second and Third Streets are critical roads in the county-wide system and they need to be retained as an efficient corridor.*

## GOAL

### **DT - O Accommodating Transportation and Parking Needs**

It is easy to get to and move about Downtown. Streets are attractive, functional and balance pedestrian and vehicular needs. We are clear where we want to encourage pedestrians and where traffic efficiency is paramount. There is a full range of transportation options including cars, buses, bikes and walkways. Parking is easy to find, systematically located and attractive.

## POLICIES

### **DT - 28 Full utilization of system**

To enable our desired uses and activities to happen Downtown, encourage full utilization of streets, which is efficient use of our public infrastructure and recognizes Downtown's urban character.

### **DT - 29 Full range of transportation options**

Encourage a wide variety of ways for people to travel to, in, and through Downtown in addition to auto travel. These include:

- Bike and walking paths to adjacent neighborhoods, Boyd and Albert Parks, and along Mahon Creek,
- Bike lanes where appropriate,
- Efficient bus service,
- A County Transitway, and
- Shuttle buses.

### **DT - 30 Transportation hub**

Use the Transportation Center to coordinate and centralize the different ways people move around Downtown, including bus, rail, auto, bicycle and on foot. Expand connections from the Transportation Center to other parts of Downtown by:

- Providing public transit to Fourth Street, the West End Village, Montecito Neighborhood and Albert Park,
- Improving walking and biking facilities through Downtown and leading to nearby residential neighborhoods,
- Providing safe connections to the bicycle and pedestrian path along Mahon Creek,
- Facilitating the movement of commuters to and from the neighborhoods, and
- Creating safer pedestrian crossings across Second and Third Streets.



**DT - 31 Pedestrian emphasis**

Make Downtown's street system much more comfortable for pedestrians, by:

- Adjusting the balance between the needs of pedestrians and the desire for efficient traffic flow to emphasize pedestrians,
- Establishing a range of pedestrian environments,
- Slowing traffic where necessary,
- Providing two-way traffic where feasible,
- Improving and/or expanding sidewalks, street trees and other sidewalk amenities,
- Considering angled parking,
- Increasing visibility to storefronts and businesses,
- Inviting creative and innovative solutions and ideas,
- Making pedestrian crossings direct and safe.

**DT - 32 Refined look for Lincoln, Hetherton, Lindaro and Andersen Drive**

Improve the look and function of these important streets by emphasizing safe and efficient movement of both pedestrians and vehicles traveling into and through Downtown, constructing wide sidewalks, planting trees, and realigning Lindaro Street and Lootens Place.

**DT - 33 Second and Third Street improvements**

Make Second and Third Streets a very attractive, safe and efficient transportation corridor which allows smooth travel through Downtown, provides easy access to the Core via the cross streets, and is safe to walk along and cross. Substantially improve Second and Third Streets through:

- Planting street trees and underground utilities,
- Screening pedestrians from traffic noise and encouraging pedestrian use of other streets,
- Providing safe crosswalks at all intersections,
- Managing traffic flow for efficiency, not speed.

**DT - 34 Parking**

Make parking convenient and easy to find by encouraging innovative solutions to address Downtown's urban parking situation. Needed improvements are:

- Providing a range of long and short term parking.
- Facilitating the joint use of parking areas where appropriate.
- Reducing the visual impacts of parking areas through design and landscaping.
- Improving pedestrian safety in parking lots and garages.
- Alleviating parking congestion where appropriate by converting underdeveloped open lots into public and private parking lots.

**PROGRAMS****DT - jj Circulation Improvements**

Construct identified circulation improvements.

**DT - kk Traffic monitoring**

Monitor traffic conditions as development occurs to assure acceptable traffic operating conditions over time.

**DT - II Comprehensive parking strategy**

Develop a comprehensive parking strategy which includes the following:

- a. Adopt revised parking standards which recognize Downtown's urban character.
- b. Devise a parking management program that includes parking space pricing, timing, enforcement, location of lots where needed, etc.
- c. Implement a monitoring program to track remaining district parking spaces and plan for increasing their supply in a timely fashion.
- d. Following adoption of the parking strategy, and with a determination of feasibility, exempt up to 2.0 FAR in the Fourth Street Retail Core from on-site parking requirements.



**DT - mm Downtown Parking District(s)**

Consider the expansion of the Downtown Parking District and/or creation of new Parking Assessment Districts to provide more public parking.

**DT - nn 101 Parking**

Continue parking under 101, and expand this parking if possible as part of the 101 Corridor Project.

**DT - oo Bicycle parking**

Continue to require bicycle parking in larger projects, and provide public parking for bicycles, mopeds, and motorcycles.

**FRANCISCO BLVD. WEST AREA  
POLICIES**





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## FRANCISCO BOULEVARD WEST

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**Background:** The Francisco Boulevard West commercial area south of Downtown, east of Lindero St., Jordan St., Lovell Ave., and Woodland Ave., and west of Highway 101, has been the subject of recent policy development. In November, 1985, a draft policy statement was discussed by the City Council and Redevelopment Agency. The policy statement encouraged: redevelopment along Highway 101 to specialty retail uses that support the downtown and city economic goals; preservation of existing industrial uses between Woodland and freeway frontage parcels given the lack of replacement industrial areas in San Rafael and the importance of such uses to San Rafael's economy; improving the appearance the area as an attractive entryway to the City and from surrounding neighborhoods; and improving the traffic flow throughout the area to reduce local reliance on Highway 101. The Francisco Blvd. West neighborhood also includes the tributary residential areas of California Park, Bret Harte and along Woodland Avenue.

**Future Role:** The General Plan continues the approach described in the Draft Francisco Boulevard West Policy Statement. The General Plan encourages preservation of existing industrial uses, except along the Highway 101 frontage where redevelopment of sites with relatively low traffic generating specialty retail uses needing highway visibility is proposed. Extension of Andersen Drive and the proposed transitway will improve the area's accessibility and provide important new links between East San Rafael, Francisco Boulevard West, and Downtown/north. Street tree programs and project design review address the need to improve the appearance of industrial uses near neighborhoods and along major transportation corridors.

## FRANCISCO BOULEVARD WEST POLICIES

### *Land Use*

**FBW-1 Industrial Uses.** Due to the area's central Marin County location and lack of alternate locations south of Puerto Suello Hill, protect and concentrate building industry, and automotive service industry land uses which are currently located in the area. The most appropriate location for such uses are on both sides of the Andersen Drive extension south of the San Rafael Canal. Protect and maintain availability of sites for existing building industry land uses important to San Rafael's economy and needed for the convenience of its residents and businesses.



- FBW-2     **Specialty Retail Uses.** Upgrade and redevelop portions of the Francisco Boulevard West area visible from Highway 101 with specialty retail commercial uses which can capitalize on the Highway 101 frontage and visibility, while minimizing traffic impacts. Specialty retail uses include automobile sales, bulk retail sales, region-serving retail uses, and hotels. The Redevelopment Agency will encourage relocation of manufacturing and storage uses from highway frontage locations.
- FBW-3     **Hotel Uses.** Encourage hotel land uses in the northwestern and southwestern portions of the Francisco Boulevard West area.
- FBW-4     **Office Uses.** Office uses shall be discouraged except for existing small office uses and those which are ancillary to retail or industrial uses. New office complexes shall not be allowed.
- FBW-5     **Retail Uses in Industrial Area.** Existing specialty retail uses, specialty retail uses connected with industrial uses and minor retail and service uses which serve area employees and businesses shall be considered compatible land uses in the industrial area.
- FBW-6     **Exclusive Commercial Area.** Develop the Francisco Boulevard West area between Woodland Avenue and Highway 101 as an exclusive commercial area and prohibit residential development. This is important given potential conflicts between proposed uses and residential uses.
- FBW-7     **Land Uses Near Residential Areas.** New or redeveloped properties facing Woodland Avenue should be designed to help create a transition between the residential uses west of Woodland and heavier industrial uses in the area. Light industrial uses which minimize adverse impacts, service and wholesale commercial uses are preferred.
- FBW-8     **Unused Portions of the NWP Right-of-Way.** Unused portions of the Northwest Pacific Railroad right of way should be used by the Redevelopment Agency to facilitate City goals in the redevelopment of adjacent parcels.

## ***Design***

- FBW-9     **Appearance.** Improve the appearance of the area as an entryway to the City from Highway 101 and the proposed transitway; and to the surrounding neighborhoods via Woodland Avenue, Irwin Street and Lovell Avenue, Lindero Avenue and Du Bois Street.
- FBW-10    **Highway 101 Frontage Area Design.** For highway visible properties where significant redevelopment and upgrading is anticipated, master planning of adjacent parcels, and consolidation of parcels is encouraged to improve internal site circulation, parking, relationship to major roads and overall appearance. An urban design plan should be developed for the Highway 101 frontage area which establishes a cohesive design image and addresses building facades, massing, landscaping, and view protection.
- FBW-11    **Existing Retail Centers Upgrade.** Existing retail centers (Graham and Rice Centers) at the crossroads of Andersen Drive, Highway 101 and the future transitway should be substantially upgraded with improved parking, access, landscaping and building design improvements (including rooftop screening), in keeping with their key entryway location. Redevelopment is encouraged over remodeling.

- FBW-12 **Industrial Area, Design Improvement.** In the industrial portion of the area, upgrade project design and landscaping as projects are approved. Design of proposed projects should be evaluated considering views from the Bret Harte neighborhood, the proposed transitway, and the Andersen Drive extension, with particular attention paid to rooftop design and screening of mechanical equipment.
- FBW-13 **Andersen Drive and NWP Right of Way Frontage.** New building facades facing Andersen Drive and the transitway should be given design attention equal to that of any front facade. Additionally, projects should be designed to minimize access to these rights of way.
- FBW-14 **Relationship with Bret Harte Neighborhood.** Because the Francisco Blvd. West commercial area serves as a major entrance to the Bret Harte neighborhood, the City will encourage upgrading of landscaping and of building facades on major roads leading into the neighborhood and facing the neighborhood.
- FBW-15 **Francisco Blvd. West Area Design Considerations.**
- a. Special attention to roof given visibility from higher elevations
  - b. Site plans to provide canal/wooded hillside/Mt. Tamalpais views
  - c. Provide "monumental" landscaping such as redwood, pines etc.
  - d. High quality appearance along transit right of way
  - e. Develop standards for fence and plant materials for screening of open storage and other uses
  - f. Require landscaped berm around parking areas
- FBW-16 **Screening.** Open storage of equipment or materials shall be screened from streets and from adjacent properties.
- FBW-17 **Landscaping.** Landscaping areas should be provided along the Highway 101 right of way and along streets within the area.
- FBW-18 **Circulation Improvements.** Provide the circulation improvements identified in the circulation background section and/or on the Circulation Plan Map. Major improvements include extension of Andersen Drive and Francisco Boulevard West, I-580/101/Bellam Blvd. interchange improvements and the proposed transitway.
- FBW-19 **I-580/101/Bellam Blvd. Interchange Improvements.** Guaranteeing improvement of the I-580/101/Bellam Blvd. interchange at the earliest possible date is a high City priority. The City is pursuing federal and state funding sources for I-580/101/Bellam Blvd. improvements but has determined such sources may not be available within a reasonable period of time. If other funding sources can be secured for the Andersen Drive extension, an important parallel arterial to Highway 101, the redevelopment moneys targeted for the Andersen Drive extension may be considered for re-programming to the I-580/101/Bellam Blvd. interchange Phase I improvements.
- FBW-20 **Development Phasing.** Timing of Francisco Blvd. West area projects shall occur in conjunction with needed road improvements as described in Circulation Policy C-3.
- FBW-21 **Traffic Allocations for Development.** Development potential in the West Francisco neighborhood has been limited based on traffic capacity defined by LOS standards. Vacant and underdeveloped parcels in the Francisco Blvd. West area are individually allocated additional trips as identified in the Appendices. The trip allocation system distributes traffic capacity of proposed improvements and insures that ultimate development will not exceed the improved transportation system capacity. Traffic mitigation fees based on the project's share of increased PM peak hour traffic will be collected to provide needed improvements.

FBW-22     **Commercial Intensities.** Commercial development intensities were developed based on land use type and location. The following floor area ratios were used as the basis for allocating trip generation to individual sites. A parcel-specific listing is included in the Appendices to the Plan.

General Commercial

- Commercial Sales of Bulk Items and Specialty Retail     .32
- General Retail and Service     .21

Office     .26

Industrial     .38

FBW-23     **Drainage, Water and Sewer.** Improve drainage, water and sewer service in the area as necessary to adequately serve existing and future land uses. The City should develop aesthetic and environmental design standards for improvement of open drainage channels. Develop a drainage master plan. Consider formation of an assessment district to fund the improvements.

### ***Specific Site Recommendations***

FBW-24     **Northwestern Portion of the Area.** Land uses in the northwestern edge of the area should be specialty retail uses or a hotel supportive of downtown uses.

FBW-25     **San Rafael Creek.** San Rafael Creek should be treated as an environmental amenity in the design of new development. Creek bank improvement should include provision of pedestrian and bicycle access along the creek. Creekside enhancement should also occur through the planting of riparian species native to the area and other measures.

FBW-26     **Improvement of De Luca Place.** The Agency and City should encourage and assist improvement of De Luca Place to minimum public street standards.

FBW-27     **California Park.** Encourage the property owner of the undeveloped Scheutzen Subdivision parcels to initiate environmental studies to ascertain environmental and service constraints for those parcels. Absent significant environmental constraints, a medium density residential General Plan Amendment could be considered for this property due to the subdivision's proximity to the proposed transitway and a potential transit station location.

## **IMPLEMENTING PROGRAMS**

FBW-a     **Planned Development Zoning.** The City should review major redevelopment projects under the provisions of its planned development zoning districts.

FBW-b     **Street Tree Planting.** Street tree planting programs shall be designed for Woodland, Irwin Street, DuBois Street, Lincoln Avenue, Andersen Drive, Lindaro and Francisco Boulevard West.

FBW-c     **Landscaping Along Highway 101.** The City should review all Caltrans Plans for Highway 101 improvements to assure that the plans incorporate attractive landscaping /fencing along the highway right of way.



- FBW-d      **Modification of the City's Heavy Commercial and Industrial Zoning.** Modify the M (Heavy Commercial and Manufacturing) District to a Manufacturing and Industrial District which is a more exclusive industrial district.
- FBW-e      **Francisco Boulevard West Design Plan.** Develop a design plan for Francisco Blvd. West highway frontage properties which provides for landscaping along the west side of the freeway; an identifiable image for the area; preservation of hillside backdrop views; and views from major transportation corridors.
- FBW-f      **Shopping Center Redevelopment.** Allow higher intensity development and provide assistance in efforts to assemble separate ownership at Francisco Blvd. West shopping center sites located at the crossroads of Andersen Drive, Highway 101 and Francisco Blvd. West, and the future transitway where these actions would result in substantial upgrading of the properties and redevelopment with desired uses.
- FBW-g      **Highway 101 Frontage Parcels.** For highway visible properties where significant redevelopment and upgrading is needed, assist cooperative development efforts among property owners to assemble individual parcels.
- FBW-h      **San Rafael Creek.** Consider securing the San Rafael Creek south of the PG&E property for improved creek alignment, landscape/entry treatment, and needed bicycle connections.





# **EAST SAN RAFAEL POLICIES**





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## EAST SAN RAFAEL

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**Background:** East San Rafael encompasses the residential and non-residential areas south of the San Rafael Canal and east of Highway 101. Also known as the "Canal neighborhood", East San Rafael is diverse and dynamic, with approximately 2,800 homes, 6,500 jobs and more than 300 acres of privately held vacant land. The residential portion of the neighborhood, located northwest of Bellam Blvd., is comprised of many large apartment buildings and condominium complexes, as well as single family homes along the Canal. About 80% of the units are rental units. Between 1980 and 1989 there were major shifts in population characteristics of the neighborhood toward greater ethnic mix and larger household sizes. The non residential areas include an older industrial area north of Bellam Blvd. and west of Belvedere Street; a newer light industrial/office area south of Bellam Blvd., and a light industrial/office and industrial area between I-580 and Highway 101. The neighborhood has outstanding natural features including the San Rafael Canal, a two mile long Bay parkband shoreline, regionally important wetlands, and the San Quentin Ridge hillside.

**Overall Future Direction:** Already a major residential community and employment center, the area has potential for significant additional residential and commercial growth due to much vacant and underutilized land. The Plan, as throughout the rest of San Rafael, balances new development potential with needed transportation improvements. The Neighborhood Plan focuses on ways to improve the livability and appearance of the East San Rafael residential area through community services and design policies and programs. New park development, pedestrian "safe crossing" improvements, ongoing cleanup programs including abandoned vehicle abatement, incentives for additional neighborhood serving commercial uses, and tougher parking standards are among the many recommended programs. A greater housing mix is recommended. Excellence in design of new projects is encouraged through design policies and development of specific design plans. Neighborhood natural resources are proposed for preservation/enhancement.

Circulation links with other areas of San Rafael will be improved through planned transportation improvements. Phasing of transportation improvements with development is a major issue in East San Rafael. Traffic from all development in East San Rafael is tributary to the Bellam/I-580/101 interchange. The City has established Level of Service "D" mid point as the peak hour standard for major intersections/interchanges. In 1988 the Bellam/I-580/101 interchange operated at Level of Service C. Many development projects are competing for remaining LOS D capacity until the interchange is improved to its ultimate configuration. The Plan identifies uses which should be given short term priority for approval.



## GOAL

*Enhance the Livability and Appearance of the East San Rafael Residential Community for All and the Economic Viability of the Area.*

## POLICIES

### **General Land Use**

- ESR-1      **Overall Land Use.** East San Rafael is a diverse residential neighborhood and major employment center with potential for significant growth. New public and private development/redevelopment should enhance the existing neighborhood.
- ESR-2      **Timing of Development.** New development is to be timed consistent with General Plan land use and circulation policies. Development timing policies shall be implemented so as to permit landowners reasonable interim use of their properties.

### **Residential**

- ESR-3      **Existing Residential Areas.** Conserve and upgrade the existing residential neighborhood through public and private actions.
- ESR-4      **New Residential Areas.** Develop well-designed new residential areas at medium densities to increase the diversity of housing types in the neighborhood, provide residential development opportunities close to jobs, and to support and enhance the existing residential neighborhood.
- ESR-5      **Housing Mix.** Encourage ownership units in new construction to increase the variety of housing types in East San Rafael.
- ESR-6      **Housing.** Consistent with City Housing policies and programs, provide City leadership in preserving, protecting and conserving the rental housing stock. Support City Housing policies and programs to strictly limit condominium conversions, except limited equity cooperatives or other innovative housing proposals which are affordable to low and moderate income households; encourage upgrading of existing residential areas; prevent housing discrimination; and require provision of long term units affordable to low or moderate income households in new housing projects with more than 10 units.

### **Non-Residential**

- ESR-7      **Neighborhood Retail.** Encourage improved and additional neighborhood retail stores and commercial services of high quality design to serve residents and employees within General Plan traffic/FAR limits. Traffic allocation bonuses and development timing priority may be provided as incentives for such uses. Other incentives may also be provided for high quality design.
- ESR-8      **New Business Development.** In addition to Citywide economic development priorities, encourage and give priority to new business development which benefits the East San Rafael neighborhood through provision of needed services, low traffic impacts, or employment of a high percentage of neighborhood residents.

- ESR-9      **Existing Business Areas.** Support and encourage the upgrading of existing East San Rafael business areas, consistent with infrastructure needs. Encourage redevelopment and upgrading of existing motel sites.
- ESR-10     **Conflicting Uses.** Prevent the encroachment of new residential development into industrial/office areas to minimize conflicts. Businesses locating adjacent to residential areas shall be designed to minimize nuisance impacts. However, through future study called for in the General Plan (H-jj), evaluate the suitability of specific industrial/office parcels in this neighborhood for possible residential or mixed use development.
- ESR-11     **Building and Automotive Services.** Maintain availability of sites for building, automotive and related service industries important to San Rafael's economy and needed for the convenience of its residents and businesses.
- ESR-12     **Possible Hotel Development.** Encourage development of a hotel or hotels northwest of the San Rafael Yacht Harbor and south of the Pelican Way ponds. Give preference to hotels which have identifiable benefits to the neighborhood such as job training programs.
- ESR-13     **Limited Retail/Service Uses.** Allow limited retail and commercial service uses such as deli's, copy shops, etc. which serve area businesses or employees to locate throughout industrial/office areas. Land uses with large yard operations and limited retail building square footage may be considered appropriate in industrial/office and industrial areas upon site specific review. Such uses include automobile sales centers and lumber yards.
- ESR-14     **High Traffic Generating Businesses.** By limiting retail commercial land use designations, direct general retail commercial uses that generate heavy traffic volumes to other city locations better able to offer traffic capacity.

### ***Canal/Bayfront***

- ESR-15     **Canal/Bayfront.** Strongly support Canal/Bayfront policies in the General Plan.
- ESR-16     **Canalfront Uses.** Enhance the San Rafael Canal waterfront resource through development of marine related uses along non-residential portions of the Canal as recommended in the Canal and Bayfront section.
- ESR-17     **Canal/Bayfront Access.** Increase/improve public access and visual access to the Canal and Bayfront which are outstanding neighborhood features, consistent with policies and programs in the Canal/Bayfront section.
- ESR-18     **Marin Islands.** Marin Islands development potential is very limited as noted in the Canal/Bayfront section. The neighborhood supports public/non profit acquisition of the Marin Islands due to the islands' high habitat value.

### ***Specific Sites***

- ESR-19     **City Site Use.** Use the City site at the end of Bellam Blvd. to facilitate community goals of providing additional recreation facilities and, if possible, child care. Designate the City site for park use.
- ESR-20     **Windward Way Residential Parcel.** Allow medium density residential use on the 2.5 acre parcel.

- ESR-21 **Spinnaker.** Allow medium density residential use on the 26.4 acre developable portion of the Spinnaker on the Bay site. Densities of up to 10 units per acre are appropriate near the adjoining Spinnaker Point project. Create sufficient public parking at the east end of Bellam Blvd. and provide pedestrian access from that point to the shoreline band. Buffer site wetland areas, which provide habitat to rare and endangered species and have high resource value, from the project.
- ESR-22 **Canalways.** Designate and zone 15 acres of the Canalways site for medium density residential use. Approximately ten acres is designated for light industrial/office use near Kerner Blvd. Buffer site wetland areas from the project. The rationale for the residential designation is to help meet housing needs. However, it is recognized that the site's wetlands provide habitat to rare and endangered species, and have high resource value. The site could, therefore, be difficult to develop with residential or business uses.
- ESR-23 **Canalways/Spinnaker Wetlands.** The City recognizes the importance of Canalways and Spinnaker-on-the-Bay wetlands which provide habitat to rare and endangered species and will work with interested agencies and groups to protect these resources.
- ESR-24 **Coordinated City, Canalways, and Windward Way Residential Site Design.** Encourage a coordinated circulation system and design layout for the City park site, Canalways, and adjacent Windward Way residential parcel.
- ESR-25 [deleted]
- ESR-26 **San Quentin Ridge.** Preserve San Quentin Ridge as open space through the development process due to its visual significance, importance as a community separator, slope stability problems and wildlife/endangered species habitat value. The exact delineation of "conservation" and "development" portions of the site on the land use map is schematic, with development to be limited to the lower, less steep portion of the site. A public access trail is to be provided. (See Recreation Plan Map.)
- ESR-27 **Grange Parcel adjacent to Bay Park.** Encourage transfer of development potential from shoreline band parcel to a nearby parcel to facilitate shoreline band completion and appropriate development along the shoreline.
- ESR-28 **Exemption.** AP 9-290-60 and -61 which have a valid approval for a specific building square footage exceeding the FAR/peak hour trips allowed by the Plan shall be exempt from the proposed FAR/trip limits and the Priority Project Procedure. Three critical moves shall be reserved with no timing restrictions for development of AP 9 -290-60 and -61.
- ESR-29 **Nolan.** In accordance with unique and special circumstances delineated by resolution, allow the property owner of 9-132-21 to proceed with FAR's consistent with other developed Bahia Industrial Park properties, recognizing that such an FAR is not guaranteed but must meet design review and other City standards.

### ***Neighborhood Design***

- ESR-30 **Appearance.** Improve neighborhood appearance from within the neighborhood.
- ESR-31 **Visual Appearance.** Enhance the area's appearance as a major entryway to the city from I-580 and 101.



- ESR-32     **Quality Design.** Ensure high quality design in all redevelopment and new development projects.
- ESR-33     **Views.** Retain and enhance neighborhood views of surrounding hills and the Canal and Bayfront from public streets and major public pedestrian paths.
- ESR-34     **Design Guidelines.** Improve neighborhood design guidelines relating to entry roads, landscaping, view retention, etc. Incorporate East San Rafael design guidelines included herein in project review.
- ESR-35     **Suburban Character.** Retain and promote a suburban rather than an intensively developed urban character in East San Rafael through relatively low building heights, varied building setbacks; landscaping and open space provisions. Buildings shall be a maximum of three stories except for hotels, which may achieve a higher building height per general land use provisions.
- ESR-36     **Waterfront Design and Access.** Strongly support water-oriented design consistent with policies and programs in the Canal and Bayfront section.
- ESR-37     **Bicycle Routes.** Improve neighborhood bicycle routes through construction of the bicycle paths identified on the Bicycle Routes map.
- ESR-38     **Pedestrian.** Improve pedestrian safety and comfort through construction of safe crossings, improvement of sidewalks along major pedestrian entry streets, parking lot landscape screening, and other means.
- ESR-39     **Gathering Places.** Provide increased opportunities in appropriate locations for neighborhood information distribution and gathering (such as new parks, "safe crossings", neighborhood restaurants . . . )
- ESR-40     **Recycling/Cleanup.** Encourage individual recycling through provision of screened, permanent recycling bins, school programs, advertising existing recycling opportunities, etc.
- ESR-41     **Maintenance, City-Owned Properties.** Improve maintenance of City-owned properties such as landscape medians.

## ***Circulation***

- ESR-42     **Circulation Improvements.** Provide the circulation improvements identified in the Circulation Policies and further described in the circulation background. Major East San Rafael improvements include Bellam Blvd. interchange modifications, widening of Francisco Blvd. East, extension of Kerner Blvd., construction of Beach Park Street, and the Irene Street area overcrossing.
- ESR-43     **Traffic Signals.** Install signals identified on the Circulation Improvements map as warranted. Synchronize timing of Francisco Blvd. East lights.
- ESR-44     **Traffic allocations for development.** Development potential in East San Rafael has been limited based on traffic capacity defined by LOS standards. Underdeveloped parcels in East San Rafael are individually allocated additional trips as identified in the Appendices. The trip allocation system distributes traffic capacity of proposed improvements and insures that ultimate development will not exceed the improved transportation system capacity. Traffic mitigation fees based on the project's share of increased PM peak period traffic will be collected to provide partial funding for needed transportation improvements.



ESR-45 **Residential Density and Commercial Intensity.** Medium densities are proposed on major vacant residential parcels. Commercial development intensities were developed based on land use type and location. A high impact area in the immediate vicinity of the critical Bellam interchange has been allocated less trip generation than areas farther away. The following floor area ratios were used as the basis for allocating trip generation to individual sites. A parcel specific listing is included in Appendices to the Plan.

Low Impact Area. Floor Area Ratios for the Low Impact Area north of Louise, and west of Highways 580 and 101, and south of Bellam Blvd.:

General Commercial and Neighborhood Commercial	
Commercial Sales of Bulk Items and Specialty Retail	.32
General Retail and Service	.21
Office	.26
Light Industrial/Office and Industrial	.38

High Impact Area. Floor Area Ratios used for the High Impact Area east of Highway 101 between Louise Street and Bellam Boulevard:

General Commercial and Neighborhood Commercial	
Commercial Sales of Bulk Items and Specialty Retail	.26
General Retail and Service	.18
Office	.22
Light Industrial/Office and Industrial	.33

ESR-46 **I-580/101/Bellam Blvd. Interchange Improvements.** Guaranteeing improvement of the I-580/101/Bellam Blvd. interchange at the earliest possible date is a high City priority. The City is pursuing federal and state funding sources for I-580/101/Bellam Blvd. improvements but has determined such sources may not be available within a reasonable period of time. In order to assure timely funding of the Bellam Blvd. Interchange improvements, redevelopment moneys targeted for the Andersen Drive extension have been re-programmed to the I-580/101/Bellam Blvd. interchange Phase I improvements.

ESR-47 **Development Phasing.** Timing of East San Rafael projects shall occur in conjunction with needed road improvements as described in Circulation Policy C-3.

ESR-48 **Needed Neighborhood Serving Uses.** "Needed neighborhood serving uses" which should receive priority in East San Rafael are identified as a supermarket; a drug store; neighborhood shopping centers which include uses such as a dry cleaners, deli and market, video store, etc.; doctors and dentists' offices and non-profit medical clinics; as well as public uses such as parks and schools. Other similar uses which serve primarily neighborhood residents and employees and receive broad neighborhood support may also qualify.

## ***Neighborhood Services***

ESR-49 **Neighborhood Services\*.** Provide or encourage provision of improved services to area residents, employees and visitors. (\*Defined as public and quasi-public services to residents and businesses such as but not limited to parks and recreation, child care, health services, police services, street sweeping, etc.)

- ESR-50     **Parks and Recreation.** Increase recreation opportunities and facilities to serve neighborhood residents and employees. Secure and improve two new neighborhood parks, one at the end of Canal and Harbor Streets to provide a water-related park with improved communitywide access to the Canalfont and improve recreation opportunities to high density apartment areas furthest from existing facilities; and the second on City-owned land at the end of Bellam Blvd. In addition, complete planned Pickleweed Park and Shoreline Band improvements, and enhance Beach Park as noted in the Canal/Bayfront section.
- ESR-51     **Park Funding Priorities.** Suggested priorities for expenditure of neighborhood park funds are as follows:
- 1) acquisition and development of the Holiday Magic property, removal of the Holiday Magic building and partial park development (Priority 1);
  - 2) acquisition and development of remaining Canal/Harbor site properties; permit marine businesses to continue to use these other properties until sufficient funds are available to improve the larger site for park use (Priority 1/2: lower 1/high 2);
  - 2) development of playfields at the City's Bellam site (Priority 1/2);
  - 3) further development of Pickleweed Park consistent with the Pickleweed Park Master Plan (Priority 2);
  - 4) development of other recreation facilities at the City's Bellam site (Priority 2).
- ESR-52     **Community Meeting Rooms and ESL Classes.** Recognize the need for affordable meeting/activity space, particularly during the evening, for English Second Language classes and other programs and activities, with priority given to neighborhood residents.
- ESR-53     **Child Care.** Affordable, accessible child care programs are a high priority need in East San Rafael and shall continue to be facilitated and encouraged through City actions.
- ESR-54     **Improve Property Maintenance.** Improve code enforcement standards and procedures. Require owners to maintain their properties in good condition and appearance. Consider expanding certain enforcement provisions to side and rear yards, not just areas visible from public streets.
- ESR-55     **Parking.** Require adequate parking and loading in all new development projects in accordance with parking standards. Take actions to improve existing parking and loading problems.
- ESR-56     **Retain Private Residential Recreation Areas.** Provision of additional onsite residential parking should not diminish existing usable onsite recreation areas.
- ESR-57     **Street Sweeping.** Maintain clean streets.
- ESR-58     **Abandoned Vehicles.** Minimize abandoned vehicles on streets and private property.
- ESR-59     **Police.** Provide adequate police staffing levels as new residential and commercial uses are constructed, as calls for service increase or as the type of calls for service change, becoming more serious.
- ESR-60     **Health Services.** Improve community representation on County public health advisory boards to improve neighborhood accessibility to and encourage expansion of public health facilities.
- ESR-61     **Schools.** Support efforts of the School District to provide adequate space for increasing student enrollments. Encourage continued City/School dialogue on such issues.
- ESR-62     **Library Services.** Support expanded library services in East San Rafael.

## ***Natural Environment, Safety and Noise***

- ESR-63     **Natural Environment.** Strongly support General Plan Natural Environment policies.
- ESR-64     **Environmental Resources.** Significant environmental resources in the East San Rafael neighborhood to be protected and conserved include but are not limited to:
- Wetlands/Baylands including the San Rafael Canal
  - Threatened and endangered species and their habitats. Such habitats include but are not limited to East San Rafael ponds, marshlands and baylands, and (potentially) San Quentin Ridge
  - The Bay shoreline
  - San Quentin Ridge/hillside
  - Archaeological Resources on upland sites
- ESR-65     **Access to Open Space.** Public access to East San Rafael open space areas to be provided when projects are approved and shown in the General Plan includes access to and along the shoreline, portions of the Canalfront, and San Quentin Ridge. Such access shall minimize conflicts with sensitive habitat areas and with nearby development, including parking conflicts.
- ESR-66     **Drainageway Enhancement.** Encourage enhancement of neighborhood drainageways to serve as wildlife habitat as well as drainage facilities.
- ESR-67     **Water Quality.** Maintain acceptable water quality in the San Rafael Canal and other water bodies, including San Pablo Bay. "Acceptable" for the Canal and other water bodies means periodically monitoring water quality and vigorously pursuing the elimination of sewage or hazardous materials leaks into the storm drainage system to minimize contaminants entering these water bodies consistent with all pertinent State Health and Water Quality regulations.

## ***Safety and Noise***

- ESR-68     **Safety and Noise.** Strongly support General Plan Safety and Noise policies and programs, and the following additional neighborhood safety and noise policies.
- ESR-69     **Emergency Preparedness.** On at least an annual basis, hold neighborhood emergency preparedness training sessions, including information about emergency exit routes, in East San Rafael. Encourage non-profit translation of emergency preparedness pamphlets into both Spanish and Vietnamese.
- ESR-70     **Procedures.** Continue to formalize and improve City and County procedures and coordination in handling hazardous materials incidents.
- ESR-71     **Fill Heights.** Until such time as the Public Works Department completes its evaluation of the need and merits of more stringent finished floor elevations due to the rising sea level phenomenon (as part of the Storm Drainage Master Plan), the Public Works Department will continue the practice of requiring +7 foot NGVD finished floor elevation after 30 years settlement for major new projects in East San Rafael.
- ESR-72     **Existing Problems.** Support development and enactment of a City Noise Ordinance to help alleviate nuisance noise conflicts through the establishment of quantified noise limits.



## IMPLEMENTING PROGRAMS

### *Residential*

- ESR-a     **Redevelopment Role in Housing.** Provide Agency assistance in acquiring and redeveloping poorly maintained apartment complexes to rehabilitate and upgrade such units while retaining their affordability to low and moderate income households.

### *Nonresidential*

- ESR-b     **Redevelopment Agency Participation.** Support and encourage Redevelopment Agency participation in the development or redevelopment of marine related uses along the Canal.
- ESR-c     **Agency Role in Non-Residential Area Upgrading.** Encourage use of Redevelopment Agency funds to assist in the acquisition and redevelopment of key blighted non-residential projects in East San Rafael.
- ESR-d     **Agency Assistance with Shopping Center.** Redevelopment Agency staff will work with owners of the existing neighborhood shopping center at Medway, Belvedere and Vivian to encourage its upgrading and expansion. Agency funds may be used, if appropriate, to assist in its acquisition and redevelopment. The shopping center may be expanded into the adjacent industrial/office designation upon approval of a specific development plan.
- ESR-e     **Incentives.** Bonus traffic allocations and priority processing may be provided as incentives for improved neighborhood services.

### *Canal/Bayfront*

- ESR-f     **General.** Strongly support programs in the Canal/Bayfront section of the General Plan.
- ESR-g     **Canal Access.** Improve public access to the Canal at the ends of Front, Mill and Canal Streets through negotiations with property owners using public rights of way and through development of the Canal/Harbor Park. Negotiate to open the end of Mill Street to the harbor, and improve public access at the end of Front Street.

### *Neighborhood Design*

- ESR-h     **Design Plans.** Develop specific design plans for the freeway frontages, and the Bay shoreline and Canal which address image, setbacks, height, public access, landscaping, architectural design, Canal and Bay view protection and enhancement, and wildlife habitat protection. Gary Place is identified as a site which needs special design treatment. The Canal design plan should also evaluate where public access should be pursued along residential portions of the waterfront.
- ESR-i     **Safe Crossings.** Construct "safe crossings" with street trees, landscaping where appropriate, benches, trash receptacles and kiosks at major intersections. Prioritize intersections on major roads adjacent to bus stops for this improvement. Use accent colors or pavement types. Minimize bicycle/pedestrian conflicts in the "safe crossing" design.



- ESR-j     **Street Trees and Shrubs.** Install standardized street trees, and shrubs where appropriate, on major residential/entry streets. Prioritize the following streets for tree planting: Canal, Medway, Harbor, Kerner, Bellam.
- ESR-k     **Sidewalks.** Construct concrete sidewalk improvements where needed. Prioritize installation of concrete sidewalks where pavement is missing or on pedestrian entry streets. Other areas: require concrete sidewalks as projects remodel.
- ESR-l     **Bicycle Routes.** Bicycle Route Improvements to be constructed:
- 1) Complete pedestrian/bicycle path to and along shoreline.
  - 2) Include bicycle path on proposed Irene Street Overcrossing.
  - 3) Construct Kerner Blvd. bicycle path when Kerner is extended.
  - 4) Include bicycle route from the City's Bellam Blvd. site to Kerner Blvd. as part of adjoining property development.
  - 5) Delete Francisco Blvd. East as a bicycle route.
  - 6) Improve bicycle path markings at Marin Square.
  - 7) Investigate feasibility of improving the eastbound Bellam Blvd. pedestrian/bicycle connection under Highways 101 and 580.
  - 8) Construct Canalfont bicycle path as properties redevelop.
  - 9) Work to establish a north/south connection along the NWPRR right of way to Larkspur Landing.
- ESR-m     **Covered Bus Stops.** Encourage GGBD to provide covered bus stops.
- ESR-n     **Underground Utilities.** Underground utility wires along high priority public streets. Require undergrounding in new development.

### ***Neighborhood Design Guidelines***

- ESR-o     **Building Paint Colors.** Encourage use of white and off-white paint colors and bright trim colors on East San Rafael buildings.
- ESR-p     **Sidewalks.** Require concrete sidewalks when properties remodel.
- ESR-q     **Business Trash Receptacles and Pickup.** Require standard design trash receptacles (See appendix) and regular trash pickup within a specified distance as conditions of approval for food stores, restaurants, or other high public use projects.
- ESR-r     **Dumpster Screening.** Require permanent, durable screening of dumpsters and trash containers (or well designed trash containers) in all development approvals. Encourage annual cooperative City/homeowner group efforts to achieve screening of existing dumpsters.
- ESR-s     **Outdoor Storage Screening.** Require screening of outdoor storage in all development approvals.
- ESR-t     **Entry Roads.** As conditions of development approvals, require building setbacks or other design/entry treatments and landscaping to open up and improve the appearance of community entry roads (Harbor, Medway, Bellam).
- ESR-u     **View Corridors.** Maintain view corridors identified in the Neighborhood Plan through project design.

- ESR-v **Design Review Ordinance, Minimum Landscape Standards.** Add minimum standards to City's design review ordinance to require that development projects provide and retain attractive landscaping in good condition.
- ESR-w **Noticing.** Through proper noticing and project review, assure implementation of existing design review ordinance guidelines regarding signing, lighting, etc. so that projects do not adversely affect surrounding projects. Neighborhood associations and nearby property owners should be notified early on about projects which may affect them and neighborhood meetings shall be required as part of any major development project.
- ESR-x **Improve Maintenance of City Properties.** Provide sufficient funding and maintenance of City-owned property (such as landscape medians) to keep them in good condition and appearance.

## ***Neighborhood Services***

### *Parks and Recreation*

- ESR-y **City Site.** Designate City-owned property (6.4 acres) at the end of Bellam Blvd. for a public park. Develop a master plan including neighborhood input and construct park facilities. Desirable elements of park design include ballfields, basketball courts, children's play areas, and an affordable child care center.
- ESR-z **Canal/Harbor Park, Redevelopment Priority.** Establish a high priority for Redevelopment Agency negotiation, purchase and improvement of Canal/Harbor park parcels as opportunities arise. Public Trust fund moneys are designated for use on this site, thus acquisition with public trust funds would not compete with other park development priorities.
- ESR-aa **Canal/Harbor Park Size and Use.** The Canal/Harbor Park size should be maximized to potentially include three (3) parcels as identified on the Recreation Plan map. Uses should be consistent with the Canal/Bayfront section. Other desirable elements include children's play areas. Once park acquisition is assured, prepare a park development plan including neighborhood input regarding facilities.
- ESR-bb **Park Redevelopment Funding.** Include funds for purchase and/or development of the Canal/Harbor Park, City parksite at the end of Bellam Blvd., further improvement of Pickleweed Park, and Shoreline Park development in Redevelopment Agency bond negotiations.
- ESR-cc **Pickleweed Park.** Continue development of Pickleweed Park consistent with the Pickleweed Park Master Plan.

### *Community Meeting Room/ English Second Language*

- ESR-dd **Encourage Increased Use of Existing Facilities.** Explore joint use agreements between the City/ Canal Community Alliance/College of Marin and the School District to find ways to make the Bahia Vista School multi purpose room and possibly classrooms more accessible and affordable for community use.
- ESR-ee **Neighborhood Use.** Continue to give priority to neighborhood use of Pickleweed Community Center as outlined in the City/Canal Community Alliance Memorandum of Understanding, given lack of alternate facilities in this neighborhood.

- ESR-ff **Prioritize Use of Pickleweed Community Center.** The Pickleweed Advisory Board should evaluate East San Rafael activity needs and recommend guidelines to the Parks and Recreation Commission for prioritizing Pickleweed Center community programs.
- ESR-gg **Pickleweed Community Center Operation.** Review uses and hours of operation to consider and protect nearby residential uses. Coordinate this information with police department. (Note: Planned Pickleweed Park improvements will better screen parking areas from apartments.)
- ESR-hh **Additional Meeting Room(s).** Negotiate for use of a room that could serve as a community meeting room in any new or expanded neighborhood shopping center or other appropriate commercial/office uses as part of the development approval process.
- ESR-ii **English Second Language (ESL).** Provide Neighborhood Plan documentation of need for additional neighborhood evening ESL classes to the College of Marin administration.

#### *Child Care*

- ESR-jj **Citywide Task Force.** Support the Citywide Child Care Task Force Study, expected to provide additional broad based solutions to child care needs to ensure that child care needs in the East San Rafael neighborhood are adequately addressed.
- ESR-kk **Possible Site.** Land for a child care center is a recommended part of a future City park on City-owned land, end of Bellam Boulevard, if State Agencies agree the site is acceptable and feasible for such use.
- ESR-ll **Private Centers.** Encourage development of private child care centers and family day care homes in East San Rafael.
- ESR-mm **Permit Process.** Expedite processing of planning permit applications for child care centers.
- ESR-nn **Incentives.** Continue General Plan policies on child care which waive City fees for all proposed child care centers; allow child care centers under any General Plan land use designation except for "Hillside Resource Residential" and "Hillside Residential" areas; waive FARs for permanent child care portions of non-residential buildings; and encourage continued use of schools for childcare programs.
- ESR-oo **School Coordination.** Request that the School District include a child care advocate on the District's long term planning committee. Additionally, encourage after school activities and classes as an alternative to licensed child care.
- ESR-pp **Recreation Programs.** Continue to enhance after school recreation programs to augment licensed child care.

#### ***Building and Landscape Maintenance Improvement***

- ESR-qq **Conditions of Approval.** Through project review, require that standard conditions of design review approval include language to maintain and retain/keep landscaping in good condition.
- ESR-rr **Design Review Ordinance. Minimum Landscape Standards.**



ESR-ss **Improve Nuisance Abatement.** Add language to Chapter 120 (nuisance abatement) to require buildings to have attractive landscaping in good condition, and to retain or replace such landscaping. Additionally, within legal restrictions, revise Chapter 120 to streamline the abatement process. Add fines and/or community cleanup penalties to nuisance abatement ordinances. Use any such money to fund an educational campaign or other code enforcement programs to aid in building and landscape maintenance.

ESR-tt **Cleanup Campaign.** (See ESR-ggg.)

## ***Parking Improvements***

ESR-uu **Parking Standards.** Complete evaluation of Zoning Ordinance parking standards. Revise standards as needed to require adequate parking in new development projects. No reductions/adjustments to parking standards should be allowed for East San Rafael projects, due to existing parking problems.

ESR-vv **Parking Standards for Additions/Remodels.** In Zoning Ordinance revisions, consider stricter parking standards for additions to multi-family residential, commercial or industrial projects, to not only provide parking for the proposed addition, but to reduce the parking deficit for the existing project. Additionally, "substantial" remodel projects (to be defined by revised zoning standards) should be required to meet parking standards in effect at the time of the remodel. Standards should also address certain minor add-ons (such as a pool equipment room) which would not require additional parking.

ESR-ww **Towing.** Maintain existing abandoned vehicle towing program; accelerate program if possible to free up street parking spaces.

ESR-xx **Encourage Apartment Parking Structures.** Encourage property owners of existing large apartment projects to consider building two-story parking garages to expand off-street parking when remodeling.

ESR-yy **Parking Lot Design.** Establish design guidelines to improve landscaping and screening of parking lots. Encourage design options to make residential parking lots visually attractive and safer to the pedestrian, such as the use of landscaped trellises, or the use of special paving to create pedestrian paths through parking lots. As appropriate, try to achieve an attractive pedestrian courtyard appearance in residential parking lots.

ESR-zz **Sidewalk Parking.** Construct concrete sidewalks, curbs and gutters to discourage sidewalk parking along major pedestrian entry streets. (Canal, Harbor, Medway, Kerner, Bellam, Belvedere).

ESR-aaa **Feasibility Study.** Study feasibility of a permit parking system to help reduce on-street parking.

ESR-bbb **New Parking Lot Possibilities.** Encourage the Redevelopment Agency to identify potential sites for satellite parking lots.

ESR-ccc **Onstreet Car Repair.** Review and explore ways to improve ordinances limiting car repairs on the street, and their enforcement.

ESR-ddd **Displaying "For Sale" Signs.** Review and if appropriate, encourage better enforcement of City ordinances prohibiting the parking of vehicles on a street for the principal purpose of displaying the vehicle for sale.



ESR-eee **Parking Study.** Hire consultant to conduct a parking study to evaluate whether street modifications could result in increased amounts of on-street parking

### ***Street Sweeping***

- ESR-fff **Publicize Schedule.** Publicize the City's street sweeping schedule using signs, flyers, ads, etc. so people can voluntarily move cars if possible.
- ESR-ggg **Anti-Litter/Recycling Campaign.** Conduct a broad based, ongoing anti-litter campaign including periodic information in the Canal Community Alliance newsletter, El Continental, apartment manager posters; installation of additional standard design trash containers and signs, installation of permanent recycling bins, school programs, etc. The campaign should be a cooperative venture with the City, residents, property owners, and other neighborhood agencies.
- ESR-hhh **Trash Containers and Pickup.** Encourage Redevelopment Agency, Golden Gate Bridge District and business installation of standard "Don't Litter" signs and additional standard design trash receptacles (See Appendix) where people congregate: bus stops, neighborhood shopping centers, convenience markets, parks, etc. Assure regular trash pickup.
- ESR-iii **Trash Pickup, Certain Uses.** Include as conditions of convenience market, fast food restaurant or similar use permit approvals a requirement for ongoing regular litter and trash pickup in street/yard areas around the building and offsite within a distance to be specified by City permits.
- ESR-jjj **Property Owner Litter Pickup Requirement.** Expand Ordinance 9.12.036 to require business and apartment property owners, and condominium associations to clean up trash and debris on the sidewalks, curbs and gutters in front of their properties. Include fine provisions for property owners who do not comply.
- ESR-kkk **Hand Sweeping Service.** Add regular hand sweeping service to supplement mechanical street sweeping. (Periodic use of San Quentin workers is currently the most cost effective way to hand sweep streets and pick up trash along the street sides and center median. Summer student workers, such as those funded by the Canal Community Alliance, or other community-based programs, could also be used to supplement street cleaning.)
- ESR-III **Apartment Managers.** Until ordinance changes are adopted, alert and encourage Apartment Managers to sweep up trash when long-parked or abandoned vehicles are moved, as parking is at such a premium, and vacant parking spaces are quickly used.
- ESR-mmm **Towing/Mechanical Street Sweeping.** Consider a signing, towing and mechanical street sweeping program.

### ***Abandoned Vehicles***

- ESR-nnn **Adequate Staff.** Support increased assignment of Police Department personnel to the abandoned vehicle abatement program. At a minimum, maintain current City levels of staffing (1 contract parking enforcement officer; 2 police service aides, part time) for abandoned vehicle enforcement.

- ESR-ooo **Auto Dismantling.** Support additional auto dismantling operations in appropriate San Rafael locations (such as near the Marin Recycling Center) to assure adequate future storage and dismantling capability.
- ESR-ppp **Process for Reporting Abandoned Cars.** Publicize to property managers and individuals that 1) phoning in complaints to the Police Department about on-street abandoned cars is necessary to start the abatement process. (Provide type of car, car license, and location); and 2) phoning in complaints to the Code Enforcement Officer about abandoned cars on private property is necessary to start that abatement process.
- ESR-qqq **Sweeps.** Conduct regular abandoned vehicle "sweeps" in problem areas.
- ESR-rrr **Tow Company List.** Develop a list of private tow companies that will tow cars from private property for use by apartment owners, condominium associations, etc.
- ESR-sss **Improve Private Property Towing.** Improve towing of abandoned vehicles from private property through revised procedures or ordinances.

### ***Police Services***

- ESR-ttt **Police Staffing.** To provide adequate service levels, add police department staff as the City grows and calls for service increase, or if the type of calls for service change, becoming more serious. Allocate staff to most efficiently address service needs. Methods could include modifying police beat boundaries and increasing neighborhood patrols during certain hours such as after school.
- ESR-uuu **Increased Efficiency.** Continue to explore ways to increase department efficiency through increased multi-lingual staff, improved equipment and technologies, and alternatives to officer responses, such as increased use of police service aides.
- ESR-vvv **Self Help Efforts.** Initiate and support citizen and property owner/manager self-help efforts such as Neighborhood Watch, etc., through formal and informal training sessions and follow-up. Regular dialogue with neighborhood groups is seen as an important way to maintain good community/Police Department relations.
- ESR-www **Crime Prevention Design.** Continue to review new projects to assure crime prevention design and appropriate security hardware.
- ESR-xxx **Emergency Connector.** Construct Andersen Drive to provide more rapid emergency access between East San Rafael and Central San Rafael.
- ESR-yyy **Call Box.** Consider a police kiosk or police call box in the neighborhood.
- ESR-zzz **Speed Enforcement.** Install speed limit signs and implement increased speed enforcement on major residential streets, specifically Canal, Medway, Kerner and Fairfax.
- ESR-aaaa **Multilingual/Multicultural.** Support and encourage continued multilingual/multicultural police department training programs.

## ***Health Services***

ESR-bbbb **Representation.** Request inclusion of an East San Rafael neighborhood representative on the Marin Health Council, an advisory body to the Marin County Board of Supervisors.

ESR-cccc **Needs Information.** Forward the following information on identified health care needs in the East San Rafael Neighborhood to the Marin Health Council for consideration:

- i) pre and post natal care for MediCal eligible women.
- ii) alcohol and drug abuse programs.
- iii) nutritional information/education programs.
- iv) dental care.
- v) emergency health care services.
- vi) an expanded outreach program for STD and Tuberculosis screening.
- vii) pediatric services.
- viii) public information or outreach programs concerning existing health care programs.
- ix) expanded hours of operation, evening hours in particular, for public health clinics to avoid conflict with work schedules.
- x) continued need for translation services (Spanish, Vietnamese and English) with health care.

Also state to the Health Council that there is a strong desire for relocation of the existing County public health facility to East San Rafael, or other alternatives that would improve health services to East San Rafael.

ESR-dddd **Public Information.** Recommend that the Canal Community Alliance or some other appropriate body develop a public information or outreach program for the East San Rafael neighborhood regarding existing County health services and private non-profit programs.

ESR-eeee **Multilingual.** Support continued multi lingual (Spanish/English and Vietnamese/English) social support services associated with the Public Nursing Station and County health care clinics.

## ***Natural Environment, Safety and Noise***

ESR-ffff **Environmental Resource Protection.** Implement Natural Environment, Safety and Noise policy through programs called out in the Natural Environment, Safety and Noise sections of the General Plan.

ESR-gggg **City Site Cleanup.** Interim and ultimate remediation measures needed for the City's site, end of Bellam Blvd., shall be undertaken consistent with recommendations of the City's hazardous materials consultant, Regional Water Quality Control Board, State Department of Health Services and County Environmental Health Services.

**MONTECITO/  
HAPPY VALLEY**





# MONTECITO/HAPPY VALLEY NEIGHBORHOOD

## OUR VISION OF MONTECITO/HAPPY VALLEY NEIGHBORHOOD

*In the year 2010, our distinct neighborhood  
is a beautiful and desirable place with  
a diversity of architecture and  
a variety of uses  
within easy walking distance.  
There are central gathering places  
where people meet each other to visit  
and hold events.*

*Our pleasant, tree shaded, narrow streets  
are safe to walk and drive along  
and we see fewer cars.*

*We are a community which  
works together  
to keep our neighborhood secure,  
clean and attractive,  
and to celebrate our diversity.*

---

**Background:** The area known as Montecito/Happy Valley is one of San Rafael's oldest neighborhoods. It is nestled within two valleys, located east of Irwin Creek, and north of the San Rafael Canal.

The Happy Valley subdivision was mapped in 1888, and by 1910, the neighborhood officially marked the eastern city limit line of San Rafael. Large homes were built on Grand and Mission Avenues, many of which are today historic and architecturally significant.

The Aldersly (then Danish) Retirement Home was built in 1921 and San Rafael High School opened in 1925. By 1950 most of the residential area of the neighborhood north of Fourth Street was developed with single-family homes. In the 1950s the yacht harbor was filled in for the Montecito Shopping Center.

In 1952, when San Rafael adopted its first zoning ordinance, most of the Happy Valley area was zoned for apartments. Many small- to medium-size apartments were built throughout the neighborhood from the late 1950s to the 1970s. Today, most of the area is built out. There have been numerous upgrades, including a late 1980s remodel of the Montecito Shopping Center with a new front facade and a walkway along the San Rafael Canal. There exists today a sense of improvement in the neighborhood as several homes and businesses are renovating.

### Major Neighborhood Characteristics:

Montecito/ Happy Valley is a unique and complete neighborhood. The area offers a wide variety of housing, business opportunities and community services. In many ways, including its location close to the center of the city and transit, Montecito/Happy Valley has characteristics of the new mixed-use medium density communities being built today as an alternative to auto-oriented suburbs.

In 1990, there were 1,940 people living in Montecito/Happy Valley, comprising four percent of the total population of San Rafael. This compares with the 1980 population of 1,615.

For the most part, the racial composition in the neighborhood was very similar to San Rafael overall. The biggest change in San Rafael and the neighborhood since 1980 was in the number of people who are Hispanic (people of Hispanic heritage may be of any race). The percentage of Hispanics increased from 1980 to 1990 from five to fifteen percent.

Compared with San Rafael, Montecito/Happy Valley had a relatively large number of older residents, due primarily to the concentration of three senior residential facilities in the neighborhood. In 1990, there were 268 children under age 15 in the neighborhood (14 percent compared with 15 percent city-wide).

In 1990, there were 1,045 housing units in the neighborhood. Although no one type of housing dominated the neighborhood, there were a large number of rental units built since the mid-1950s.

Not surprisingly, household types were varied. Nearly half of the residents lived alone, over 25 percent of the residents live in a household headed by a married couple, and about 17 percent were shared households.

The average gross area density of the residential area is about 12 units per acre, with an average of 1.86 people per unit. This is within San Rafael's medium density range of 6.5 to 15 units per acre. Density ranges from four units per acre along Jewell Street to 62 units per acre at the affordable San Rafael Commons senior housing project.

**The Business Community:** Montecito is a convenient commercial location, adjacent to Highway 101 and along Second, Third and Fourth Streets connecting to Downtown San Rafael. There are more than 400 diverse businesses in the Montecito/Happy Valley neighborhood, including an estimated 31 home-based businesses.

The neighborhood's commercial anchor is Montecito Shopping Center, one of San Rafael's larger centers, complete with a canalfront walkway. There are two community supermarkets on Third Street. Along Irwin Street, a gateway to San Rafael, several large office buildings offer businesses a high profile to commuters on Highway 101. Fourth Street provides a commercial link to Downtown with a wide range of office, service and retail uses. In addition, many social service agencies make their home in Montecito because of the easy accessibility to the rest of San Rafael.

**Overall Future Direction:** Future land uses should be stabilized to keep the existing pleasing mix of uses, with zoning to protect the existing uses and to minimize additional development. There is satisfaction with the mix of retail, service, office and other uses in the commercial areas. The High School's bus and maintenance yard site on Union Street will become a Redevelopment Agency-sponsored senior housing project, meeting the neighborhood's goals for a new outdoor gathering place and improving the appearance of Union Street while minimizing adverse impacts to the neighborhood.

There are several opportunities for adding and improving places for people to get together and for better recreational opportunities, including improvements at the High School and a new meeting room and outdoor area in the proposed senior housing development at the School District's Union Street site.

Residential design guidelines for the neighborhood will help protect and enhance existing attractive or historic buildings, and to improve design of other buildings over time as they are remodeled.

Improving the appearance of the neighborhood is an important issue, and will be helped with the involvement of Code Enforcement from the City, and with the landscaping and cleanup efforts of residents and the neighborhood association.

There are neighborhood policies about safety on the street and in the home, disaster preparedness, reducing traffic hazards and improving the parking. In addition, residents would like to see a number of basic infrastructure improvements, ranging from safer pedestrian rights-of-way, and street lights to better pedestrian crossings.

The neighborhood has a most promising outlook for the future due to its belief that a strong neighborhood association is key to building a stronger sense of community and identity and to making things happen.

## GOALS, POLICIES AND PROGRAMS FOR THE MONTECITO/HAPPY VALLEY NEIGHBORHOOD

### LAND USE

#### ***GUIDING PRINCIPLES AND POLICIES***

*The guiding principles and policies offer a view of what the neighborhood will be like as viewed from a vantage point in the future. We envision that the following will hold true:*

#### **M/HV-1 Mix of uses**

We like our diverse blend of homes, businesses and services.

#### **M/HV-2 Not much change**

There has not been much change in existing (1995) uses, although limited additions have improved the appearance and value of our neighborhood.



**M/HV-3 Commercial areas**  
Our commercial areas provide a comfortable, inviting mix of retail, office and service uses for our neighborhood and the San Rafael community. Mixed commercial/residential buildings also add to the diversity.

**M/HV-4 Improved recreation**  
Neighborhood recreational opportunities and facilities have been created and improved.

**M/HV-5 Redevelopment senior housing development**  
An attractive Redevelopment Agency-sponsored senior residential project with amenities as described in program M/HV-d has been constructed on the School District's Union Street bus/maintenance yard. The project has met neighborhood goals of improving the look of Union Street, adding recreation facilities and community gathering areas, and minimizing any adverse impacts.

**M/HV-6 Overcrowding**  
A trend towards overcrowding has been reversed.

#### **CITY ACTIONS AND PROGRAMS**

**M/HV-a Zoning changes**  
Implement residential land use and zoning changes, as shown on Figures 1 and 2 (pages 7 and 8), to keep the neighborhood much as it is, minimizing additional development in the neighborhood.

**M/HV-b Home ownership**  
Encourage home ownership through proposed rezoning, and through condominium conversions of existing apartments, to the extent permitted by other City policy.

**M/HV-c Support commercial areas**  
Retain existing mixed use land use categories and zoning districts in the commercial areas. Consistent with these districts, encourage active

ground floor and retail uses on Fourth Street, and waterfront storefronts and restaurants in the Marine Commercial Zone.

#### **M/HV-d Redevelop the School District's bus/maintenance yard**

Redevelop the San Rafael City School's bus/maintenance yard with a City Redevelopment Agency-sponsored attractive senior apartment project as generally described in the Agency's letter of July 24, 1995 with a maximum of 40 units and adequate parking. The proposal also includes a community room which can be used jointly by neighborhood and project residents, and an outdoor area located and designed to be used jointly by Head Start, the neighborhood and project residents. Consistent with City requirements, the project is subject to design review. It is the neighborhood's desire to have a meeting room which would accommodate a meeting of 20 people, and an outdoor area large enough to accommodate appropriate shared outdoor amenities.

#### **M/HV-e Other High School Recreation policies**

Support City recreation policies R-21 and R-23 which state that if San Rafael High School is ever closed or sold, the City would attempt to secure the continued public use of existing high school recreation facilities, and provide neighborhood park facilities there as part of any community recreation facilities development.



## **NEIGHBORHOOD DESIGN AND BEAUTIFICATION**

### **GUIDING PRINCIPLES AND POLICIES**

*The guiding principles and policies offer a view of what the neighborhood will be like as viewed from a vantage point in the future. We envision that the following will hold true:*

#### **M/HV-7 Blend of styles**

Our neighborhood provides a blend of architectural styles; newer buildings are well designed, fit in with our attractive older homes, and provide a "pedestrian friendly" streetfront. In addition, we have retained the character of our historic homes and buildings.

#### **M/HV-8 Beautiful trees**

We are known for our beautiful trees. Large street trees and other landscaping provide unifying but not uniform features as we walk or drive through our neighborhood.

#### **M/HV-9 Neighborhood pride**

Our neighborhood is identifiable, attractive and clean. Buildings and landscaping are well-maintained and reflect pride in our community.

#### **M/HV-10 Fourth Street**

Fourth Street provides a "pedestrian-oriented" walking street connection to Downtown. The Fourth Street view of the High School should be retained and improved.

### **CITY ACTIONS AND PROGRAMS**

#### **M/HV-f Design guidelines**

Utilize the Montecito/Happy Valley Residential Design Guidelines for any new buildings and remodels to be compatible with and retain the character of attractive older buildings, and to provide pedestrian friendly design.

#### **M/HV-g Streetscape improvements**

When development applications involving new development or substantial remodels are approved,

require neighborhood streetscape improvements (such as street trees, landscaping, and sidewalks) and improvements to the pedestrian walkway along the San Rafael Canal waterfront.

#### **M/HV-h Fire Station**

Encourage screening of the training yard at the Fire Station on Union Street, a major entry street to the neighborhood.

#### **M/HV-i Street tree maintenance**

Improve City maintenance of street trees, for example, treat elm disease in a timely manner.

#### **M/HV-j Code enforcement**

Improve enforcement of city codes dealing with trash, weeds, cars in yards, illegal car repair businesses, illegal units, etc. by:

- Reviewing code enforcement regulations and procedures, and revising them as necessary to assure maximum benefit; and
- Adding City Code enforcement staff, if feasible.

#### **M/HV-k Fourth Street enhancement**

Extend Fourth Street concrete benches/trash can/ landscape/ elegant sign treatment to east end of Fourth Street.

## **SAFETY, TRAFFIC AND PARKING**

### **GUIDING PRINCIPLES AND POLICIES**

*The guiding principles and policies offer a view of what the neighborhood will be like as viewed from a vantage point in the future. We envision that the following will hold true:*

#### **M/HV-11 Safe neighborhood**

People in our neighborhood feel safe and secure from crime, fire and natural disasters.

#### **M/HV-12 Safe streets**

Our streets are safe, pleasant, and attractive to drive and walk along.

**M/HV-13    Controlled traffic**  
Our streets have been enhanced and designed to control traffic appropriately.

**M/HV-14    Adequate parking**  
New homes and apartments provide attractive, adequate parking and safe pedestrian access along the street.

**M/HV-15    Commercial parking**  
In the commercial areas, there are well landscaped parking lots which are safe and convenient for pedestrians.

**M/HV-16    Street parking**  
Street parking is convenient, but does not dominate the neighborhood.

#### ***CITY ACTIONS AND PROGRAMS FOR SAFETY***

**M/HV-l    Add Street lights**  
Using information provided by neighborhood, develop a list of specific areas needing lights, then add street lights.

**M/HV-m    Police services**  
Maintain a police presence in areas where there are crime problems; continue to tow abandoned cars; and support improved enforcement of traffic laws regarding stop signs, speeding and parking.

**M/HV-n    Drainage Plan**  
Develop a Drainage Plan which identifies problem areas (based on problem areas identified by the neighborhood).

**M/HV-o    Assessment District**  
Provide City technical assistance to assist formation of an Assessment District to implement capital improvements of high priority to the neighborhood.

#### ***CITY ACTIONS AND PROGRAMS FOR TRAFFIC***

**M/HV-p    Traffic improvements**  
Pursue implementation of any and all traffic improvements which are feasible and for which City funding is available.

**M/HV-q    Radar trailer**  
Request occasional use of the County's portable radar trailer sign for educational/citation use on major streets.

**M/HV-r    Sidewalks and paths**  
Assist development of a Pedestrian Plan, identifying pedestrian right-of-ways. Using information from the neighborhood, further develop a list of sidewalks and paths for parts of Union, Park, Jewell, Belle, one side of Union; and along the perimeter of the High School.

**M/HV-s    Pedestrian safety**  
Add safe crosswalks and striping where needed for pedestrian safety, and posting of speed limits on streets such as Grand, Park and Union.

**M/HV-t    Curbs and gutters**  
Assist development of a plan for curbs and gutters on high priority streets, preliminarily identified as being needed on the west side of Valencia and parts of Union and Park Streets.

**M/HV-u    High School pick up/drop off area**  
Assist in the design and implementation of an improved pick-up and drop-off area at the San Rafael High gym on Mission.

#### ***CITY ACTIONS AND PROGRAMS FOR PARKING***

**M/HV-v    Improved Montecito parking**  
When development applications are approved, encourage better use of the easternmost Montecito parking lot by designing better access from the lot to the shopping center, or requiring employees to park in this lot.

- M/HV-w     Parking survey**  
 Conduct a parking survey to further evaluate specific parking problems and possible solutions, such as:
- Working with apartment owners to restore parking spaces being used for storage.
  - Working with property owners to add on-site parking where feasible.
  - Adding "no parking" signs where street clearance is too narrow for emergency vehicles to get through.
- M/HV-x     Permit parking program**  
 Consider a Permit Parking Program, i.e., to limit cars per unit or to limit non-resident cars.
- M/HV-y     Time-limited parking**  
 Consider time-limited parking areas west of Union Street.
- M/HV-z     Public parking**  
 If funding sources can be obtained, develop Commercial Area Public Parking.

## **COMMUNITY**

### **GUIDING PRINCIPLES AND POLICIES**

*The guiding principles and policies offer a view of what the neighborhood will be like as viewed from a vantage point in the future. We envision that the following will hold true:*

- M/HV-17     Working for the greater good**  
 We work together as a community for the greater good of the neighborhood.
- M/HV-18     Respect for all**  
 People of all ages, incomes and cultures feel respected and comfortable in our neighborhood.
- M/HV-19     Gathering places**  
 We have neighborhood gathering places where we can meet and hold events.

# **CANAL, BAYFRONT AND MARIN ISLANDS POLICIES**







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## SAN RAFAEL CANAL, BAYFRONT AND MARIN ISLANDS

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**Background:** The San Rafael Canal, stretching from Albert Park to the Bay, is an underutilized community asset. Increased awareness, use and access to the Canal will add to the overall image of the City. The General Plan recognizes the Canal's natural resource potential and promotes the Canal as a water-oriented commercial and recreational use area. "Water oriented" uses are defined as uses such as restaurants, shopping plazas with pedestrian access along the waterfront, marinas, parks, motels, and boating and fishing related commercial uses -- uses which are either water frontage dependent, or which will attract people to the waterfront.

Existing public access to the San Rafael Canal is limited. City policy continues to maximize public access to the San Rafael Canal through development approvals and other means. A high priority public pedestrian access area is identified between Grand Avenue and the San Rafael Yacht Harbor on the south side of the Canal. Visual access to the Canal is promoted in new building design.

Water dependent industry needs are a third major consideration in planning future land use along the Canal. Canalfront water dependent industry in 1986 includes eight boat repair facilities, six with haul outs. These facilities serve more than 1,800 North Bay boats. Six yacht brokerage businesses and four "for hire" commercial fishing enterprises are also located on the Canal, as well as 4 marinas berthing approximately 700 boats. Additionally, although they do not absolutely require a waterfront location, most marine related businesses (including boat storage, boat repair uses without haul out capabilities, and retail marine shops) are located near the water on Third Street/Point San Pedro Road, Bay Street, Harbor Street and Canal Street.

In addition to the Canal, San Rafael's bayfront shoreline is a very valuable community asset. The City has long planned for development of public use shoreline areas in East San Rafael and in Peacock Gap. The General Plan continues these policies and plans.

The Bay comprises half of the San Rafael Planning Area and is one of San Rafael's most important natural resources. It provides an attractive marine setting and moderates San Rafael's climate. Shallow mudflats and tidal marshes provide feeding grounds for water birds. The Marin Islands are also noted bird breeding grounds. Preservation and enhancement of the Bay itself is included in the scope of the General Plan.

**Future Role:** General Plan policies promote the San Rafael Canal as a navigable waterway and community-wide amenity by maximizing public access and view opportunities to the Canal and protecting portions of the Canal for marine dependent industry. The Plan encourages preservation and

enhancement of marine businesses to serve the large number of recreational boats using the Canal, and to help preserve the Canal as a navigable waterway with potential for Corps of Engineers assistance in ongoing canal dredging needs. The **Canal Land Use and Access Map** shows the geographic areas where various uses are allowed and notes public access and other redevelopment opportunities. Shoreline areas west of Harbor Street are reserved for marine dependent uses, and uses such as shopping centers, water oriented restaurants and hotels or motels, and parks/parkways which are designed and function to draw people to the waterfront. East of Harbor Street, existing residential uses are retained.

## **CANAL, BAYFRONT AND MARIN ISLAND POLICIES**

### ***Land Use***

- CB-1 **Protection.** Promote the San Rafael Canal and bayfront shoreline as a community-wide asset for public and marine related uses, where public access, use and views of the water are maximized, consistent with needs of marine dependent industry and protection of nearby sensitive wildlife habitat areas. The San Rafael Canal shall be maintained as a navigable waterway.
- CB-2 **Existing Marine Related Uses Along Canal.** Marine dependent industry will be protected and encouraged in limited areas to serve recreational boating needs and to assist in obtaining ongoing Federal dredging funding.
- CB-3 **New Development and Redevelopment along Canal.** West of Harbor Street, development of canal frontage properties shall be water oriented with uses such as marine dependent industry; hotels, shopping centers and restaurants orienting to and providing pedestrian access along the waterfront; marinas; and parks encouraged. General industrial and office uses shall be prohibited. East of Harbor Street, residential uses are to be retained.
- CB-4 **East San Rafael Shoreline Use.** The East San Rafael shoreline band east of Pickleweed Park shall be developed as a public use park band approximately 100 feet wide for pedestrian and bicycle use. In a coordinated and timely manner, complete the public dedication and improvement of a master planned, park band with access as shown on the Recreation Plan Map.
- CB-5 **San Rafael Rock Quarry Shoreline Use.** The San Rafael Rock Quarry shoreline shall be developed as a public use park band linked to McNears Beach Park and Point San Pedro Road upon eventual redevelopment of the Quarry to another use. The park band shall have an approximate 100-foot wide width, with adjustment to include significant features, such as beaches, within the park band.
- CB-6 **St. Vincent's/Silveira Bayfront Lands.** The St. Vincent's/Silveira bayfront lands east of the future transitway and north of McInnis Park contains wetlands and other environmentally sensitive lands. All of this area is potentially subject to U.S. Army Corps of Engineers jurisdiction. Approximately 270 acres in the Planning Area are owned by the Las Gallinas Valley Sanitary District and are held for wastewater irrigation purposes. No urban development of this land is proposed during the time frame of the Plan and any future development would be subject to Corps jurisdiction determinations, environmental assessments, protection of site environmental resources, and provision of visual access and other public access consistent with resource protection.



## ***Design***

- CB-7 **Waterfront Design.** Preparation of a Design Plan for the Canal and East San Rafael waterfront is a high priority. Low scale buildings that protect public views of the water and which do not dominate the canal and bayfront shall be required. Design factors important in reviewing specific development proposals include pedestrian access, building setbacks from the water, height, landscaping, canal view protection and enhancement, wildlife habitat protection and high quality architectural design. Until a specific design plan is established, new canalfront buildings and substantial reconstruction of existing buildings should be set back a minimum of 25 feet from the top of the bank or bulkhead along the Canal and 25 feet from the public parkband property line along the East San Rafael shoreline. The Canal setback policy may be reevaluated if a lock system is ever constructed at the mouth of the Canal. The Canal design plan should evaluate and make recommendations regarding where public access should be pursued along residential portions of the waterfront.
- CB-8 **Canal Orientation.** All new or renovated Canalfront uses shall be designed to orient to and enhance the waterfront. Marine dependent uses are part of the canal orientation. Water orientation can be developed by a combination of features including marine dependent uses, views and access of the waterway and boats.
- CB-9 **Shoreline Commercial Design.** Orient commercial development abutting the shoreline band towards the water to take advantage of Bay views, provide an attractive design which enhances the Bayfront, and provide surveillance of the shoreline band area. Provide site landscaping compatible with shoreline landscaping.
- CB-10 **Shoreline Embankments.** Rock rip rap shall be used on the outside face of levees facing the Bay .
- CB-11 **Views.** Provide views to the Bay and Bay wetlands from public streets and parks wherever possible.
- CB-12 **Residential Waterfront Project Redevelopment.** Increase public access and public view opportunities when residential waterfront projects are redeveloped where possible.
- CB-13 **Views to the Water.** During project review, encourage location or relocation of structures to retain or open up view corridors to the water. Design of buildings along the waterfront should provide public view opportunities.

## ***Access***

- CB-14 **Canal Pedestrian Access Areas.** Public Access shall be developed consistent with the Canal Land use and Access Plan, considering needs of marine related industry and wildlife habitat protection.
- CB-15 **Recreational Boat Launch Facilities.** Existing recreational boat launch facilities along the canal and shoreline shall not be reduced unless the demand for those facilities no longer exists or adequate substitute space can be provided.

## ***Canal Maintenance and Improvements***

- CB-16 **Title Claims.** To assist in redevelopment of affected properties, public trust title claims to the waterway shall be resolved consistent with objectives enumerated in the "Canal Land Uses/Maritime" background section and with State Law Chapter 1742, Statutes of 1971, which allows the City to convey or exchange, subject to approval of the State Lands Commission, certain filled lands which



are found to be no longer useful or susceptible to use for the public trust purposes of harbors, commerce, navigation, fisheries, or appurtenances thereto.

- CB-17 **Canal Maintenance.** Promote plans for long term maintenance of the Canal as a navigable waterway.
- CB-18 **Flood Control Improvements.** Coordinate development and redevelopment of uses along the Canal with needed flood control improvements, including levee improvements.
- CB-19 **Boating Needs.** Any liveaboard boats shall have federally approved waste disposal systems, be connected to a sewer system, or be berthed at a marina with shoreside sanitary facilities and showers. Provision of shoreside pump out facilities shall be encouraged.

### ***Specific Site Recommendations***

- CB-20 **Loch Lomond Marina.** Encourage redevelopment of the Loch Lomond site with expanded marine related uses, given its prime waterfront location. Allow minor expansion of neighborhood commercial uses at the site as part of any project. Provide an additional boat launch facility at Loch Lomond Marina if possible, and secure public access to the site's fishing breakwater when redevelopment occurs.
- CB-21 **Montecito Shopping Center.** Montecito Shopping Center should be reconstructed and redeveloped to orient towards the water. Views of the Canal should be increased. Parcels east of the Montecito Shopping Center should be part of an expanded shopping center redesign or developed as marine uses.
- CB-22 **Relocation of Existing Pump Station.** Relocate the San Rafael Yacht Harbor pump station to open up views of the yacht harbor and Canal.
- CB-23 **Allardt's Canal.** Negotiate individual settlements of public trust title claims when property owners of Allardt's Canal encumbered properties seek to redevelop their properties or when other opportunities arise. Apply funds received from title settlements to purchase the proposed Canal/Harbor Street park or other canalfront parkland suitable for broad public use approved by the State Lands Commission.
- CB-24 **Beach Park.** Improve access to and increase public use of Beach Park. Consider public/private partnerships including revenue-producing development, if consistent with maintaining important water uses. Any development should consider surrounding uses.
- CB-25 **Shoreline Industrial Park "Marina Green".** Consider acquiring additional parcels in the Shoreline Industrial Park adjoining the shoreline parkband to create a "marina green" park with a panoramic view of the Bay.
- CB-26 **Marin Islands.** The Marin Islands have very limited development potential due to their high habitat value. The West Marin Island should be conserved, with any development limited to the East Marin Island. Any development of East Marin Island should not impact habitat values of West Marin Island.
- CB-27 **Southwestern Canalfront.** Parcels on the south side of the Canal between Beach Park and Grand Avenue should be developed either as an automobile complex in conjunction with existing dealerships or with marine related uses.

## IMPLEMENTING PROGRAMS

- CB-a **Special Use Permit Procedure for Development Adjacent to the Canal.** Apply a Canalfront design/use permit overlay to all Canalfront properties to insure water oriented uses where called for, and water oriented design, including potentially opening up view corridors and access, and repair of levees as sites redevelop.
- CB-b **Funding for Canal Dredging and Maintenance and Flood Control Improvements.** Pursue funding opportunities for ongoing Canal dredging and maintenance, including formation of a harbor assessment district, and continued pursuit of Army Corps funding. Pursue funding opportunities for recommended flood control improvements identified through the ongoing US Army Corps of Engineers study on Canal flooding.
- CB-c **Preparation of Protective Marine Use Zoning.** Rezone areas designated on the Canal Land Use map to a protective marine use zone or zones (first zone being most protective; second zone allowing retail and limited other uses). Rezone to limit land uses to marine related commercial and recreational uses, including water oriented restaurants and motels/hotels, marinas, parks, and marine dependent businesses in the designated Canalfront area north of Harbor Street.
- CB-d **Development of an Urban Design Plan or Plans.** As a first priority follow-up to the General Plan prepare an urban design plan for the Canal, San Rafael Creek to Albert Park and East San Rafael Shoreline. Design guidelines for the shoreline band shall include an eight foot wide paved path with 14 foot horizontal clearance; measures to protect sensitive habitat areas, including barriers and development setbacks; proposed building heights near the band; types and location of needed facilities; proposed landscape materials with planting locations; ongoing maintenance needs, status of acquisition; methods for funding improvements. Design guidelines for the Canal waterfront shall include building heights and setbacks, pedestrian access development, landscaping, an analysis of view protection and enhancement, etc.
- CB-e **Redevelopment Agency Participation.** Consider Redevelopment Agency participation in the development or redevelopment of marine related uses along the Canal.
- CB-f **Public/Private Partnerships.** Consider City and Redevelopment Agency participation in public and private partnerships and other projects which would promote redevelopment of waterfront properties and increase public use of the waterfront.
- CB-g **Shoreline Band Timing.** Seek funds from the Coastal Conservancy and other sources to improve, and if necessary, initially purchase the Shoreline park band lands with payback from developers. Require dedication and improvement of shoreline park band land as a condition of development approvals.
- CB-h **Canal/Harbor Park.** Size of the park shall be maximized. Once acquisition is assured, prepare a park development plan for the Canal/Harbor site. Such plan shall include marine dependent business franchise(s). Desirable park elements also include a boat ramp, pump out facilities, boat berths, sailing lessons, recreational areas for Canal views and similar. The design should be water oriented and also include neighborhood input regarding facilities.
- CB-i **Marina Green.** Prepare a feasibility study and funding sources for possible acquisition of additional Shoreline Industrial Park parcels for council consideration.

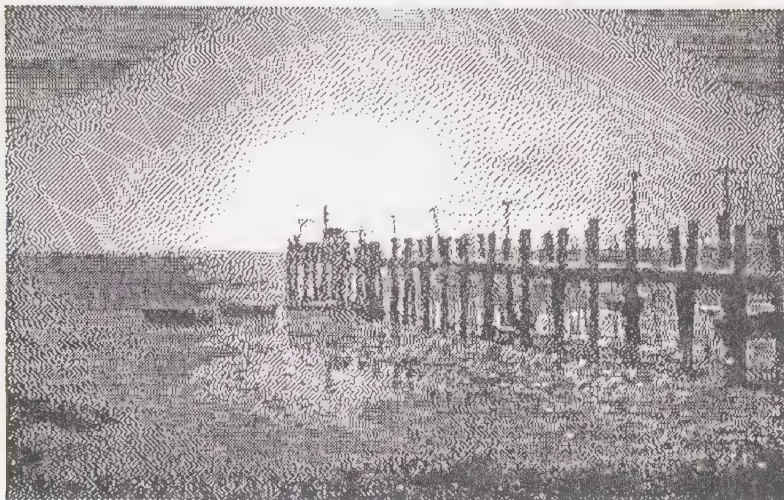
- CB-j **Beach Park.** Prepare a plan for improvement of Beach Park which increases public access, retains its water use and orientation, and identifies any needed flood control improvements. Such a plan should be coordinated with any major redevelopment applications for adjoining properties. Area property owners shall be consulted in development of the improvement plan.
- CB-k **Montecito.** Encourage reconstruction and redevelopment of the Montecito Shopping Center.
- CB-l **Relocation of Existing Pump Station.** Relocate the San Rafael Yacht Harbor pump station to open views of the yacht harbor and Canal.
- CB-m **Allardt's Canal Program.** Allow resolution of public trust claims along and in the historic Allardt's Canal by payment of funds into escrow accounts for purchase of land suited for public trust uses.



# IMPLEMENTING PROGRAM PRIORITIES







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## IMPLEMENTING PROGRAM PRIORITIES

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### INTRODUCTION

The implementation programs in the General Plan are described in detail under each element or policy section. The purpose of this section is to group General Plan implementation programs into priority categories. The priorities identify higher priority programs relative to one another based on legal requirements and immediate health and safety or development issues. Many implementation programs are placed in the "Priority 3" category recognizing that there are limited resources. These projects are important to full implementation of Plan goals, but they may be dependent on special funding or development opportunities in order to be accomplished.

The following listing of program priorities is intended to set forth the City's best effort for completing the actions described. Since this listing is a best effort situation, it may not be possible to start all of the programs within the prescribed time frame. Further, it must be recognized that each of these programs must be evaluated within the overall context of City budget decisions which are made each year. However, it is intended that the annual evaluation of the General Plan, anticipated to occur in January of each year, would review the programs and allow for updating of the tables based on current need and funding availability.

### IMPLEMENTATION GOAL

- I-A *Take an Active Leadership Role in Assuring the Implementation of General Plan Programs and to Encourage Public Review and Participation in all Aspects of the Planning Process and to Maintain and Periodically Revise and Update the City's General Plan as a Current Statement of Community Goals and Policies.*

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### *C Priority - Current Normal Responsibilities*

Number	Program Name	Priority	Primary Dept./Agency	Status
LU-63	Coordination w/ Agencies/ Districts in SR PA	C	ALL	Ongoing
LU-p FBW-b	Street Tree Planting	C	PW	Some projects completed; ongoing
LU-y C-f R-h	Capital Improvement Program (CIP)	C	CM, ALL	Some progress; ongoing
LU-aa	Water Facilities Development	C	PW, PLNG	Ongoing
LU-bb	Water Use, Conservation	C	MMWD, City	Ongoing
LU-cc	City Landscape Areas, water reduction	C	PW	Some projects completed; ongoing
LU-dd	Expand Reclaimed Water	C	MMWD, CMSA, PW, PLNG	Ongoing
LU-gg	Odor Mitigation near Treatment Plants	C	LGVSD, PLNG	Ongoing
LU-ii	Street Repair	C	PW	Ongoing
LU-kk	Street Lighting	C	PW	Ongoing
LU-ll	Install Facilities Directory Signs	C	PW	Completed
LU-pp H-e	Hold Neighborhood Meetings	C	PLNG	Meeting policy adopted; ongoing
C-a	Traffic Monitoring	C	PW, PLNG	Ongoing
C-i	Transit Service Evaluation	C	PW, PLNG	Ongoing; rec. Prog. modif.
C-j	Coordination with Transit Providers	C	PW, PLNG	Ongoing; rec. prog. modif.
C-r	Evaluate Bicycle Route System	C	PW, REC, PLNG	Some projects completed; ongoing
H-c	Fast Track Processing	C	PLNG	No procedures; ongoing
H-d	Provide Adequate Staff for Project Review	C	CM	Ongoing
H-i	Redevelop Agency Assistance for Housing	C	REDEV	Some projects completed; ongoing

# GENERAL PLAN PROGRAM PRIORITIES, 8/90

## C Priority - Current Normal Responsibilities (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
H-j	Provide Technical Assist to Non-Profits	C	HSNG SPEC	Several active projects; ongoing
H-k	No Housing Discrimination	C	CM: Change to PLNG	Ongoing
H-l	Residential Rehab Programs	C	HSNG AUTH	Ongoing
H-n	Presale Inspections	C	PW	Ongoing
H-p	Rental Housing Assistance	C	CM, HSNG AUTH	Ongoing
H-q	Assist Acquisition of Rental Housing	C	CM, HSNG AUTH	3 projects completed; ongoing
H-r	Energy Conservation Improvements	C	MARIN CIT FOR ENERGY, PG&E	Ongoing
H-v	New Housing Construction	C	PLNG, BLDG, PW	Ongoing
H-bb	Accessible Units for Physically Disabled	C	PW, PLNG	Ongoing
H-cc	Subsidized Housing Programs	C	CM, REDEV	Ongoing; limited outside funds
R-f	Pursue Funding for Recreation	C	REC, FIN	Many active projects; ongoing
NE-b	Secure Private Open Space	C	PLNG, PW	Ongoing
NE-d	Water Quality Monitoring	C	CE, PW, CO. HEALTH, RWQCB	Ongoing
NE-g	Wetland Mitigation	C	PLNG, STATE/FED	Ongoing
NE-h	Endangered Species Protection	C	PLNG	Ongoing
S-g	Incremental Flood Control Improvements	C	PW	Ongoing
S-i	Levee Improvements	C	PW	Interim Canal improvements complete; ongoing
D-a	Support of <i>Our Vision</i>	C	CC, CM, PLNG, REDEV	
DT-b	Support the Downtown Vision Committee.	C	REDEV, PLNG	
DT-c	Streamline City permitting.	C	PLNG, FIN, FIRE, P	
DT - d	Encourage community groups to develop funding sources for Downtown.	C	CM, REDEV, PW	



## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### *C Priority - Current Normal Responsibilities (cont.)*

Number	Program Name	Priority	Primary Dept./Agency	Status
DT-e	Encourage high profile signature events.	C	REDEV, CM	
DT-g	Support business development efforts Downtown.	C	REDEV, CM, PLNG	
DT-h	Encourage entertainment activities Downtown.	C	PLNG, CM, REDEV	
DT-j	Keep and support the City library Downtown.	C	LIB	
DT-o	Monitor Downtown Development.	C	PLNG, PW	
DT-p	Organize and manage the Downtown Retail Core.	C	REDEV, CM, PLNG	
DT-r	Fourth St. Retail Core as the primary staging area for Downtown.	C	PLNG, CM, REDEV	
DT-t	Support cultural resources.	C	CM, REC, LIB	
DT-aa	Support efforts to plant trees.	C	REDEV, PW	
DT-cc	Underground on 2nd and 3 <sup>rd</sup> Sts.	C	REDEV, PW	
DT-dd	Support efforts to maintain and improve gateway monuments.	C	REDEV, CM, PLNG, PW	
DT-ee	Maintain street patrol.	C	P	
DT-ff	Incorporate design policies into project design review.	C	PLNG	
DT-kk	Monitor traffic conditions.	C	PW, PLNG	
DT-nn	Continue parking under 101, and expand if possible.	C	CM, REDEV	
DT-oo	Require bicycle parking in larger projects, and provide public parking for bicycles, mopeds, and motorcycles.	C	PLNG	
FBW-a	Planned Develop Zoning	C	PLNG	Ongoing

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### *C Priority - Current Normal Responsibilities (cont.)*

Number	Program Name	Priority	Primary Dept./Agency	Status
FBW-c	101 Landscape Review	C	PW, PLNG	No activity
FBW-g	Highway 101 Frontage Parcels	C	REDEV	No activity
ESR-a	Redevelopment Role; assist in Housing Redevelopment	C	REDEV	No, consistent with H-i
ESR-e	Provide incentives for neighborhood services	C	PLNG	No, part of project review
ESR-o	Encourage use of bright paint colors	C	PLNG	No, part of project review
ESR-p	Require concrete sidewalks	C	PLNG, PW	No, part of project review
ESR-q	Require trash receptacles some projects	C	PLNG	No, part of project review
ESR-iii				
ESR-r	Screen dumpsters in new projects	C	PLNG	No, part of project review
ESR-r	Encourage screening of existing dumpsters	C	CODE ENFORCEMENT	Possible, depends on level of effort
ESR-s	Screen outdoor storage in new projects	C	PLNG	No, part of project review
ESR-t	Building design at entry locations	C	PLNG	No, part of project review
ESR-u	Maintain view corridors	C	PLNG	No, part of project review
ESR-w	Neighborhood meetings	C	PLNG	No, neighborhood meeting policy
ESR-x	Neighborhood notice of design review meeting	C	PLNG	No
ESR-dd	Encourage increased use of meeting rooms	C	REC	No
ESR-ee	Neighborhood use priority for meeting rooms	C	REC	No
ESR-ff	Prioritize use of Pickleweed facilities	C	REC	No
ESR-gg	Review use/hours of Pickleweed facilities	C	REC	No

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### *C Priority - Current Normal Responsibilities (cont.)*

Number	Program Name	Priority	Primary Dept./Agency	Status
ESR-jj	Support City-side child care task force	C	REC	Is a current cost. Part of GP
ESR-ll	Encourage new private child care centers	C	PLNG	No, part of project review
ESR-mm	Expedite processing of child care centers	C	PLNG	No, part of project review
ESR-nn	Continue GP child care incentives	C	PLNG	No
ESR-pp	Encourage after-school activities	C	REC	Yes, scholarships needed to increase use
ESR-qq	Design condition to retain landscaping	C	PLNG	No, part of project review
ESR-ww ESR-mmm	Maintain, accelerate car towing program	C	P	Possible costs if need to accelerate
ESR-ooo	Support auto dismantling	C	PLNG	No, part of project review
ESR-vvv	Initiate/support self-help efforts	C	P	No, current crime prevention response
ESR-www	Continue review of projects for crime prevention	C	P	No, current crime prevention response
ESR-aaaa	Continue multilingual police training	C	P	No
ESR-eeee	Support multilingual health services	C	County of Marin	No
ESR-gggg	City Bellam site cleanup	C	PLNG, F	Yes, also a State requirement. Total cleanup costs currently unknown.
M/HV-b	Encourage homeownership.	C	PLNG	
M/HV-c	Support commercial areas.	C	PLNG	

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### *C Priority - Current Normal Responsibilities (cont.)*

Number	Program Name	Priority	Primary Dept./Agency	Status
M/HV-e	Support policies R-21, -23 re. public use of High School recreation facilities; provide neighborhood park facilities as part of any recreation development.	C	CM, PLNG	
M/HV-g	Streetscape improvements as part of new development/ remodels and to Canal waterfront.	C	PLNG	
M/HV-i	Street tree maintenance.	C	PW	
M/HV-m	Police presence, tow abandoned cars, support enforcement of traffic laws.	C	P	
M/HV-q	Use of County's radar trailer sign for educational/citation.	C	P	
M/HV-v	Improved Montecito parking.	C	PLNG	
CB-b	Canal Dredging and Flood Control	C	PW, REDEV, CORPS OF ENG	Ongoing
CB-m	Allardt's Trust	C	REDEV	Ongoing



## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 1-A Priority - SPECIAL PROJECTS ACTIVE AT TIME OF GENERAL PLAN ADOPTION

Number	Program Name	Priority	Primary Dept./Agency	Status
LU-v	Police Staffing Needs Evaluation	1-A	Police	Ongoing; some progress
LU-ee	Water Conservation Standards	1-A	MMWD, PW, PLNG	Ongoing progress; rec. prog. modif.
C-b	Approval Procedures in Traffic Impact Areas	1-A	PLNG	Completed
C-g	Andersen Drive Terminus	1-A	PW, REDEV, PLNG	Completed
C-k	Downtown Transit Center	1-A	PW, REDEV, P	Completed
C-l	Regional Transportation Participation	1-A	PLNG, PW	Ongoing; much progress
C-m	Regional Funding of Highway 101 Improvements	1-A	CM, PW	Ongoing; much progress
C-p	TSM Programs	1-A	PW, PLNG	Limited ongoing work
H-a	Housing Specialist Position	1-A	CM	Ongoing; much progress
H-b	Housing Fund	1-A	CM, PLNG	Ongoing; some progress
H-ff	Emergency Housing	1-A	COUNTY and CITY	Ongoing; much progress
H-kk	Housing Opportunity Areas--DT Sites	1-A	REDEV, CM	Major project underway; ongoing
R-a	Peacock Gap Neighborhood Park	1-A	REC, PW	Ongoing; under construction
R-b	Pickleweed Park Master Plan	1-A	REC	Completed
R-d	City/Schools Joint Powers Agreement	1-A	REC, CM, SCHOOLS	No activity; to start spring 1990
S-a	Update Geotechnical Review Matrix	1-A	PW, PLNG	Completed
S-e	Drainage System Master Plans	1-A	PW, REDEV	Significant progress; ongoing
S-k	US Army Corps of Eng. Flood Study	1-A	PW, REDEV	Ongoing
S-n	Disaster Preparedness Plan	1-A	F, P, OES	Completed
S-o	Neighborhood Disaster Plan	1-A	Fire, Police, Red Cross, OES	Ongoing; significant progress

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 1-A Priority - SPECIAL PROJECTS ACTIVE AT TIME OF GENERAL PLAN ADOPTION (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
NG-b	Coord. w/ Marin County on County Expansion	1-A	CM, PLNG, CO ADMIN	Ongoing; several projects
NG-c	Coord. w/ Marin County re. unincorporated growth	1-A	PLNG	Ongoing; several projects
DT-f	Encourage public events throughout Downtown.	1-A	CM, PLNG, REDEV	
DT-i	Revise City policies and regulations as to meet market needs.	1-A	PLNG	
DT-m	Adopt changes which recognize Downtown's urban character.	1-A	PLNG	
DT-q	Rafael Film Center.	1-A	REDEV	
DT-u	Adopt standards which guide the mix and location of uses.	1-A	PLNG	
DT-w	Adopt standards encouraging development consistent with <i>Vision</i> .	1-A	PLNG	
DT-x	Adopt design guidelines.	1-A	PLNG	
DT-bb	Newsracks	1-A	REDEV, PW	
DT-ii	Andersen Drive streetscape.	1-A	PLNG, PW, REDEV	
M/HV-a	Zoning changes.	1-A	PLNG	

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 1-B Priority - SPECIAL PROJECTS EXPECTED TO BE STARTED WITHIN 2 YEARS OF PLAN ADOPTION

Number	Program Name	Priority	Primary Dept./Agency	Status
LU-a	Zoning Text Revisions	1-B	PLNG	Underway; some progress
LU-b	Zoning Map Revisions	1-B	PLNG	Underway; some progress
LU-c	Redevelopment Plan Update	1-B	REDEV, PLNG	Completed
LU-e	Annual General Plan Review	1-B	PLNG	First review completed
LU-f	Procedures for Amending General Plan	1-B	PLNG	No formal procedures; ongoing
LU-l	Design Review of Conversions	1-B	PLNG	Part of zoning
LU-m	Residential Conversions (Yard Standards)	1-B	PLNG	Part of Zoning
LU-n	Apartment Recreation Standards	1-B	PLNG	Part of Zoning
LU-o	Prepare Tree Preservation Ordinance	1-B (lwr)	PLNG	Underway; draft prepared
LU-q	Prepare Hillside Site Design Standards	1-B	PLNG	To be underway spring 1990
LU-r FBW-e	Francisco Blvd. West Design Plan	1-B	REDEV, PLNG, PW	Underway; some progress
LU-x	Library Construction	1-B	LIB	Underway
LU-ff	Sewer Capacity	1-B	PW, LGVSD, SRSD, CMSA	First review complete; rec. monitor
LU-mm	City-wide Child Care Study	1-B	REC	Underway; some progress
C-c	Circulation Improvement Committee	1-B	CC, PW, PLNG	No committee; staff work ongoing
C-d	Unused/Bonus Trip Allocations Procedure	1-B	PLNG	Underway, some progress
C-o	Area Transportation Improvement Ords.	1-B	PW, PLNG	Completed
H-l	Maintain Exist Residential Zoning	1-B	PLNG	Part of Zoning

# GENERAL PLAN PROGRAM PRIORITIES, 8/90

## 1-B Priority - SPECIAL PROJECTS EXPECTED TO BE STARTED WITHIN 2 YEARS OF PLAN ADOPTION (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
H-t	Contempo Mobile Home Zoning	1-B	PLNG	Partially completed
H-aa	Mixed Use Zoning	1-B	PLNG	Part of Zoning
H-ii	Water Moratorium, New Supplies Dec	1-B	PLNG	Underway
H-ijj	Annual Tracking of Housing Activity	1-B	PLNG, PW	Underway
H-kk	Housing opportunity site: Former SR San District	1-B	REDEV, CM	No activity
R-c	Subdivision Ordinance (Quimby Park Ded)	1-B	REC, PLNG	Completed
NE-a	Open Space Management Plan	1-B	PLNG, PW, REC, FIRE, POL, ETC.	Underway; draft prepared
NE-f	Wetland Ordinance	1-B	PLNG	Ongoing; part of zoning
S-c	Hazardous Waste Management Plan	1-B	CO. PLNG, PLNG	Plan completed; awaits State action
S-d	Seismic Building Reinforcement Ordinance	1-B	PW	Underway; draft prepared
S-h	Monitor Settlement	1-B	PW	No activity
RES-c	Peacock Gap Neighborhood Plan Amendments	1-B	PLNG	No activity
SVS-c	Diked Baylands Rezoning	1-B	PLNG, CO. PLNG	Requested; no County activity
SVS-d	Advance Army Corps Determination	1-B	COE, PLNG	Partially completed; Delineation requested
NG-a	Amend Northgate Activity Center Plan	1-B	PLNG	No activity
DT-s	Connect the Village to the Fourth Street Retail.	1-B	REDEV	
DT-v	Lindaro Office District	1-B	PLNG, CM, REDEV	
DT-y	Facade improvement program.	1-B	REDEV, PLNG	



## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 1-B Priority - SPECIAL PROJECTS EXPECTED TO BE STARTED WITHIN 2 YEARS OF PLAN ADOPTION (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
DT-II	Comprehensive parking strategy.	1-B	REDEV, PW, P, PLNG, FIN	
FBW-d	Modify Heavy Commercial and Industrial Zoning	1-B	PLNG	Part of Zoning
ESR-g	Negotiate improved public access to Canal at Front, Mill, Canal Streets	1-B	REDEV	yes. New task for staff (\$5,000+)
ESR-h	Design plans for Shoreline, Canal, 101	1-B		no, consistent with General Plan
ESR-i	Construct "safe crossings"	1-B	REDEV, PW	yes. Est. \$600,000 + maint. @ \$5,000/yr.
ESR-m	Encourage GGBC to cover bus stops	1-B	GGBD	no cost to City
ESR-v	Add standard to City's design review ord. to provide/retain good landscaping	1-B	PLNG	no, part of ongoing zoning
ESR-aa ESR-bb	Canal/Harbor Park: acquisition and development of Holiday Magic site	1-B	REDEV, REC, PW, P, PLNG	Additional cost to City/RA. Not new in that park was part of General Plan, however its priority would change from 2 to 1. Est. \$2.5 million for acquisition/development and maintenance costs of \$20,000/yr. Holiday Magic site is 1/3 of total
	Acquisition/Development of Remainder of Canal/Harbor Park	1-B/2		See above.
ESR-y	City Bellam site playfields development	1-B/2		Additional cost to City/RA. Not new in that part was part of General Plan, however park size significantly enlarged and priority would change from 2 to lower 1/hi 2. Est. \$1 million & maintenance @ \$25,000 per year & \$27,000 equip costs for entire park development; less for playfields only
ESR-cc	Incl. Funds for park development in Redev. bond	1-B	REDEV	yes. Redevelopment funds

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 1-B Priority - SPECIAL PROJECTS EXPECTED TO BE STARTED WITHIN 2 YEARS OF PLAN ADOPTION (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
ESR-ii	Provide ESL needs info to College of Marin	1-B	PLNG	no (already done)
ESR-oo	Child care advocate on School Committee	1-B	CM	no
ESR-ss	Improve nuisance abatement ord./process	1-B	CODE ENFORCEMENT	yes. Ord. revision work: \$5,000 & staffing implication est. @ \$3-5,000/year
ESR-tt ESR-ggg	Ongoing recycling, cleanup campaign	1-B	Unclear responsibility	yes. Staffing implications. New position? Est. \$5-15,000/year depending on program
ESR-uu	Evaluate zoning parking standards	1-B	PLNG	no, part of zoning revisions
ESR-vv	Consider stricter remodel parking standards	1-B	PLNG	no, part of zoning
ESR-hhh	New public trash containers & pickup	1-B	PW	Some containers added 1989, no cost. Add'l could increase garbage pickup cost
ESR-jjj	New property owner litter pickup regulation	1-B	PLNG, CODE ENFORCEMENT	yes. Ord. Revision work (\$5,000) and increased enforcement responsibility est. @ \$5,000/year
ESR-lll	Until ordinance revised, encourage litter pickup	1-B	CODE ENFORCEMENT	yes. Staffing implications; depends on enforcement levels
ESR-ppp	Publicize process for reporting abandoned cars	1-B	P or other	yes. Minor staffing, materials est. at <\$1,000/year
ESR-qqq	Conduct regular abandoned vehicle "sweeps"	1-B/2	P	yes. Increase responsibility estimated @ \$5,000/year
ESR-sss	Improve process for towing cars on private property	1-B	CODE ENFORCEMENT	yes. Procedures revisions (\$1,000) & increased enforcement est. @ \$3,000/year
ESR-ttt	Add police staff as City grows, calls increase or seriousness of calls increase	1-B/2	P	yes. Could be major new costs over time. New patrol beat \$350 - \$400,000/year.
ESR-uuu	Continue to increase police efficiency	1-B	P	Possible add'l costs. For example, new radios are costing \$150,000/year for 5 years.
ESR-bbbb	Request ESR rep on Marin Health Council	1-B	CM	no

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### *1-B Priority - SPECIAL PROJECTS EXPECTED TO BE STARTED WITHIN 2 YEARS OF PLAN ADOPTION (cont.)*

Number	Program Name	Priority	Primary Dept./Agency	Status
ESR-cccc	Forward needs info to Marin Health Council	1-B	PLNG	no, already completed; forwarded
M/HV-f	Design guidelines	1-B	PLNG	
CB-a	Special Use Permit Procedure	1-B	PLNG	Part of Zoning
CB-c	Protective Marine Use Zoning	1-B	PLNG	Part of Zoning
CB-h	Canal/Harbor Park	1-B	REDEV/PW/PLNG	No activity
CB-k	Montecito Shopping Center	1-B	REDEV	Ongoing

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### *2 Priority - SPECIAL PROJECTS EXPECTED TO BE STARTED WITHIN 2-5 YEARS OF PLAN ADOPTION*

Number	Program Name	Priority	Primary Dept./Agency	Status
LU-d	Subdivision Ordinance	2	PLNG, PW	No current activity
LU-h	Urban Services Area (USA) Review	2	PLNG	First review completed; ongoing
LU-r CB-d	Canal, Bayfront Design Plan	2	REC, PW, PLNG, REDEV	Partially completed
LU-jj	Street Sweeping Demonstration Project	2	PW	No activity
LU-hh	Sewer Condition Inventory/Improvements	2	PW, SRSD	No activity
LU-nn	Public Arts Ordinance	2	LIB	No activity
H-b	Housing Fund Evaluation	2	REDEV, PLNG	No Activity
H-u	Subsidized Rental Projects	2	REDEV, PLNG	No Activity
H-x	BMR Rental Regulations	2	REDEV, PLNG	Underway



## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 2 Priority - SPECIAL PROJECTS EXPECTED TO BE STARTED WITHIN 2-5 YEARS OF PLAN ADOPTION (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
H-dd	Affordable Housing Incentives, Regs	2	REDEV, PLNG	Underway
H-ee	BMR Housing Evaluation	2	PLNG	No Activity
H-hh	In-Lieu Housing Fees Evaluation	2	PLNG	No Activity
H-jj	Housing Activity Tracking; Policies & Programs to Preserve Social Diversity	2	PLNG	No Activity
H-ll	Affordable Housing Sites Study Update	2	REDEV	No Activity
C-e	Circulation Element Revision	2	PLNG, PW	Studies ongoing
C-n	Transit Stations Evaluation	2	PLNG, PW	No activity
S-f	Title 18 Flood Protection Standards	2	PW	No activity
S-j	Levee Maintenance Funding	2	PW	No activity
S-l	Erosion Control	2	PW, PLNG	No activity
N-a	Noise Ordinance	2	PLNG, P, CE	No activity
SVS-1	Specific Plan; SVS Adv. Comm.	2	PLNG	No activity
DT-z	Develop an Urban Design Plan.	2	PLNG, REDEV, PW	
DT-hh	Mahon Creek	2	PLNG, REDEV	
DT-jj	Circulation improvements	2	PW	
ESR-z	Improve landscape median maintenance	2	PW	Involves increase maintenance @ \$5,000+/year and/or new plantings @ \$15,000 initial cost
ESR-52	Develop remaining park facilities at City Bellam site	2	REC, REDEV, PW, PLNG	yes. See ESR-y, Priority 1
ESR-52	Develop remaining Pickleweed Park facilities	2	REC, REDEV, PW, PLNG	No. In General Plan now. (Is an added cost est. @ \$1 million)
ESR-kk	Possible child care use of City park site	2	PLNG, REC	no – private or non-profit group expected to develop such a center



## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 2 Priority - SPECIAL PROJECTS EXPECTED TO BE STARTED WITHIN 2-5 YEARS OF PLAN ADOPTION (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
ESR-aaa	Feasibility study of permit parking	2	PLNG	yes. Study estimated to be \$9-15,000; cost to implement program est. At \$45,000+/year
ESR-eee	Consultant parking study	2	PLNG	yes. Study est. To be \$15,000
ESR-mmm	Mandatory towing program	2	P, PW	yes. \$30,000+/year additional includes police staffing costs + \$13,000 signing and sign maintenance costs which could run as high as the initial installation costs.
ESR-xxxx	Andersen Drive construction	2	PW	no. Cost is currently included in General Plan @ 6.4 million
ESR-zzz	Increase speed enforcement	2	P	yes. Implies increased staffing levels. Could be \$2-10,000/year additional depending on enforcement level. If additional office staff are hired, cost would be \$55,000/year & equipment costs.
M/HV-d	Redevelop the School District's bus/maintenance yard.	2	REDEV	
M/HV-k	Fourth Street enhancement.	2	REDEV	
M/HV-n	Develop a Drainage Plan.	2	PW	
M/HV-o	Assessment District.	2	PW	
M/HV-p	Traffic improvements.	2	PW	
M/HV-r	Pedestrian Plan.	2	PW	
M/HV-s	Add safe crosswalks and striping where needed.	2	PW	
M/HV-t	Curbs and gutters	2	PW	
M/HV-u	Improved pick-up/drop-off area at the San Rafael High gym.	2	PLNG, PW, SCHOOL DISTRICT	
M/HV-w	Parking survey.	2	PW	
CB-g	Seek Shoreline Band Implementation	2	REC, PLNG	Ongoing; grants for some work

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 3 Priority - LONGER TERM IMPLEMENTATION

Number	Program Name	Priority	Primary Dept./Agency	Status
LU-g	Five-Year Update of General Plan	3	PLNG	Ongoing
LU-i	LAFCo Adoption of USA/Annexation	3	PLNG	No activity
LU-j	Development Standards Revisions	3	PLNG, PW	No activity
LU-k	Sign Ordinance	3	PLNG	No activity
LU-s	Public Parking	3	PLNG, REDEV	Limited activity
LU-t	Motel Remodels	3	PLNG, REDEV	Underway
LU-u	Joseph Court Fire Station	3	FIRE	Underway
LU-w	City Hall Expansion	3	CM	No activity
LU-z	City Corporation Yard	3	PW, REDEV	Ongoing
LU-oo	Falkirk Master Plan	3	LIB	No activity
LU-qq	Legalize/abate illegal units	3		
C-h	Highway 101 Landscaping Review	3	CALTRANS, PW, PLNG	No activity
C-q	Safe Walking/Bicycling to School	3	PW, P, SCHOOLS	No activity
C-s	McInnis Parkway Prelim Design Study	3	PW, PLNG	No activity
H-g	Housing Element Revision	3	PLNG	No activity after 1990 revision completed
H-h	Develop Review and Streamlining	3	PLNG	ZO underway; No subdivision activity
H-m	Rehab Loan Program (City Actions)	3	CM	Ongoing [duplicate prog- C priority]
H-o	Condominium Conversion Ordinance	3	PLNG	No activity
H-s	Housing Displacement Downtown Study	3	PLNG	Underway as part of Downtown Study
H-y	BMR Eligibility Guidelines	3	PLNG	No activity

## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 3 Priority - LONGER TERM IMPLEMENTATION (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
H-z	Encourage Limited Equity Cooperatives	3	CM	No activity
H-gg	Second Units	3	PLNG	Evaluation underway; part of Housing Element
H-kk	Hsg Opp Area - Smith Ranch	3	PLNG	Some proj. Completed; underway
H-kk	Hsg Opp Area - Silveira, St. Vincent's	3	PLNG	No activity
H-mm	Housing Sites in Bus/Indust Areas	3	CM, PLNG	No activity
R-e	School Site Recommendations	3	CM, SCHOOLS	No activity
R-g	Recreation Needs Survey	3	REC	No activity
NE-c	Barbier Open Space Transfer	3	PW	No activity
NE-i	Houseboat Ordinance	3	PLNG	No activity
S-m	Emergency Connectors	3	PW, POLICE, FIRE	No eval. Activity; 1 connector constructed
RES-b	Lincoln Avenue Corridor Plan	3	PLNG	No activity
RES-d	Bret Harte Neighborhood Plan	3	PLNG	No activity
SVS-a	Prezoning Action for St. Vincent's/Silveira	3	PLNG	No activity
SVS-b	St. Vincent's/Silveria Annexation	3	PLNG	No activity
DT - l	Support efforts to develop a major community entertainment and/or educational facility.	3	REDEV, CM	
DT - k	Public market .	3	REDEV	
DT - n	Feasibility study of utilizing unused potential of parking lots for residential use.	3	REDEV	
DT - gg	Courthouse Square Plaza	3	CM, PLNG, REDEV, PW	
DT - nn	Downtown Parking District(s).	3	REDEV, PW	
FBW-f	FBW Shopping Center Redev.	3	REDEV	No activity



## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 3 Priority - LONGER TERM IMPLEMENTATION (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
ESR-b	Redev. participation in dev/redev Marine uses	3	REDEV	no, consistent with General Plan policy CB-e
ESR-c	Redev. partic. In non-res. upgrading	3	REDEV	no
ESR-d	Redev. assist. w/ shopping center redev.	3	REDEV	no
ESR-j	Install street trees and shrubs	3	REDEV, PW	no, consistent w/ prior General Plan ESR-c
ESR-k ESR-zz	Construct limited sidewalks	3	REDEV	yes, cost of constructing some new sidewalk @ \$15/sq. ft.
ESR-l	Construct bicycle paths	3	PW	no, costs similar to General Plan bike routes plan
ESR-n	Underground utilities on some st.s	3	PW, REDEV	no, use limited PG&E funds
ESR-hh	Neg. For add'l meeting rooms	3	PLNG	no, part of development review
ESR-xx	Encourage apt. parking structures	3	PLNG	no, part of development review
ESR-yy	Est. design standards for parking screening	3	PLNG	no, consistent with other General Plan programs
ESR-bbb	Identify new parking lot possibilities	3	REDEV, PLNG	yes. Cost of study or staff estimated to be \$5-10,000
ESR-ccc	Explore ways to improve ord. to limit onstreet car repair	3	PLNG, P	yes. Cost of study or staff estimated to be \$5,000
ESR-ddd	Review, encourage improved enforcement of ord prohibiting cars with "for sale" sign	3	PLNG, P	yes. Cost of study est. @ \$1,000; possible increase in police duties
ESR-fff	Publicize street sweeping schedule	3	PW	yes. Minor (<\$1,000)
ESR-rrr	Develop list of tow companies	3	CODE ENFORCEMENT	yes. Minor (<\$200)
ESR-yyy	Consider a police kiosk/call box	3	P	yes. <\$1,000 - \$20,000+ if a new facility and increased staffing is involved.
M/HV-h	Screen Fire Station training yard.	3	FIRE	



## GENERAL PLAN PROGRAM PRIORITIES, 8/90

### 3 Priority - LONGER TERM IMPLEMENTATION (cont.)

Number	Program Name	Priority	Primary Dept./Agency	Status
M/HV-j	Improve enforcement of city codes.	3	PLNG	
M/HV-l	Add street lights.	3	PW	
M/HV-x	Consider a Permit Parking Program.	3	CM	
M/HV-y	Time-limited parking.	3	PW	
M/HV-z	Public parking.	3	REDEV	
CB-e	Redev Assist of Marine Uses	3	REDEV	No activity
CB-f	Pub/Private Partnerships, Waterfront	3	REDEV	No activity
CB-i	Possible Marina Green	3	REC	No activity
CB-j	Prepare Beach Park Improvement Plan	3	REC, REDEV	No activity
CB-l	Relocate Existing Pump Station	3	PW	Study underway; no plans to relocate p. stn.



# LAND USE BACKGROUND





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## LAND USE BACKGROUND

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### INTRODUCTION

The Land Use Background section of the General Plan describes existing and future land use, services and economic and development trends in San Rafael. For a perspective on some of these issues, comparison with countywide trends is also provided. This part of the plan is probably the most comprehensive in tying together community development, natural environment and health and safety concerns. It includes the following parts:

1. State Guidelines and Requirements for Land Use Elements
2. General Description of the San Rafael Planning Area
3. History
4. Population and Job Growth
5. Existing Land Use
6. Community Design
7. Economics
8. Sphere of Influence
9. Services and Facilities

Review of existing conditions and trends provides a starting point for analyzing planning alternatives and determining appropriate land use densities and intensities. The analysis focuses on the two functional areas of the City: residential neighborhoods, where little change is anticipated; and major activity and development areas, where the majority of the City's most crucial policy decisions will be made. The major commercial activity areas in the City are Northgate, Downtown, East San Rafael and Francisco Boulevard West. The North San Rafael area, encompassing St. Vincent's and Silveira, is a major development area where the City has an opportunity to establish land uses in a relatively undeveloped area.



## STATE GUIDELINES AND REQUIREMENTS FOR LAND USE ELEMENTS

A Land Use Element has been required as part of local General Plans since 1955. The following citation from the State Government Code §65302 (a) summarizes the intent and requirements of the Land Use Element:

A land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas . . .

The Land Use Element must establish a pattern for land use and set clear standards for the density of population and the intensity of development for each of the proposed land uses. The Land Use Element must also address the following issues:

1. Hazards, such as flooding.
2. Natural resources, such as water resources, vegetation, soil resources, mineral resources, fish and wildlife, rare and endangered plant and animal species.
3. Aesthetic, cultural and recreational resources, such as parks and recreation, scenic areas, historical and cultural resources, and public access.
4. Community development, such as population characteristics, housing, social issues, economic characteristics, streets, utilities and development design.

## GENERAL DESCRIPTION OF THE SAN RAFAEL PLANNING AREA

The San Rafael Planning Area covers the City of San Rafael and the surrounding unincorporated areas. It is defined by the direct physical and social relationship of all of the areas within it. San Rafael's Planning Area encompasses 53 square miles, including 21 square miles of water area and 32 square miles of land area. It is bounded by Big Rock Ridge and the Novato City limits on the north, San Pablo and San Rafael Bays on the east, the San Rafael-Sleepy Hollow Divide on the northwest, and Southern Heights Ridge and Cal Park Hill on the southwest. The City portion of the Planning Area totals 22 square miles (17 square miles land area and 5 square miles water) and the unincorporated portion comprises 31 square miles (15 square miles of land area and 16 square miles of water area).

The Planning Area lies within the "city-centered corridor," as defined by the Marin Countywide Plan. The "city-centered corridor" is designated to contain more urban, densely populated development than the "inland-rural corridor" and "coastal corridor" areas of the County. This is consistent with the Association of Bay Area Governments' Regional Plan for the entire Bay Area, which is committed to a city-centered concept of development. The city-centered concept was adopted almost 15 years ago to promote compact growth for reasons of cost-efficiency in public services and to retain open space resources as community separators.

In addition to the City of San Rafael, which is a general purpose governmental entity providing a variety of services, there are several single purpose districts delivering specialized services. These specialized districts include:

1. **Water.** Marin Municipal Water District
2. **Sewer.** Central Marin Sanitation Agency, San Rafael Sanitation District and Las Gallinas Valley Sanitary District
3. **Schools.** San Rafael Elementary School District, San Rafael High School District and Dixie Elementary School District
4. **Fire.** County Service Area 19
5. **Flood Protection.** Marin County Flood Control District

The Marinwood Community Services District, which has the potential to provide many services, presently provides fire and recreation services to the Marinwood area. The County of Marin has planning jurisdiction over all parts of the planning area outside the City limits. However, the City and the County coordinate closely on all development issues of mutual interest.

## HISTORY

### *Overview*

San Rafael was first inhabited by Miwok Indians, who were geographically divided into coastal and bay groups. The San Rafael area was occupied by the Coast Miwok, whose maximum population comprised about 1,500 people. The Coast Miwoks lived off the land by fishing, hunting deer, elk, birds and small game and collecting edible grasses, roots, bulbs, berries and shellfish.

In 1817, Mission San Rafael Archangel was established by Spanish Franciscan friars as the twentieth of twenty-one missions established from San Diego to Sonoma. In 1822, control of California passed from Spain to Mexico and California was divided into land grants. In 1834, the secularization of the missions was ordered. By then, the population of Marin Miwoks had been severely reduced and upon release from the mission the remaining Miwoks scattered, with some joining other tribes.

In 1846, California declared itself to be an independent republic. Prior to California joining the Union, in 1850, San Rafael was designated a county seat. At that time, San Rafael was a creekside village consisting of ten houses, one boarding house, one saloon, the mission, and the hacienda of Don Timoteo Murphy. Murphy was a Mexican land grant holder and a governmental administrator. The county seat designation, which the City has retained to the present, has given the City continuing focus, function and identity as the center of Marin County. The Marin County Courthouse built in 1873 at Fourth and A Streets was of a grand scale and architecture and served as an important county landmark for nearly a century until it burned in 1971.

Much of San Rafael's growth and development has historically related to its accessibility to San Francisco. A turning point came in 1870 when the San Rafael and San Quentin Railroad opened a line between downtown San Rafael and the ferry depot at Point San Quentin. The increasing commerce, development and population then led San Rafael to incorporate as a City in 1874. The original City was composed of 160 acres of land and a population of 600. Six years later, in 1880, the population had increased to 2,276.

San Rafael continued to expand and diversify through the 1890's. The City also became a resort for San Franciscans. Picnics were popular at Laurel Grove and Scheutzen Park in the Picnic Valley area. Summer homes were built by the wealthy, and in 1886 the Hotel Rafael opened. It was a 200 room luxury hotel on 21 acres in the vicinity of Grand and Belle Avenues. First class entertainment was offered at Gordon's Opera House, which still stands at 1325-1337 Fourth Street.

Access between San Rafael and San Francisco improved again in 1937 when the Golden Gate Bridge opened. During the next three decades the population increased from 8,573 in 1940 to 38,977 in 1970 and then to 44,700 in 1980. The current population of San Rafael (as of January, 1986) is estimated to be 45,212 people. Over the past forty years the community has changed from a primarily residential community to a more diversified suburban center.

### ***Archaeological Sites***

There are 63 known archeological sites, either temporary campsites or permanent occupation sites, which have been identified in the San Rafael Planning Area. These sites are located primarily at the base of hills on the perimeter of the San Pedro peninsula and in the Miller Creek area. The selected locations likely offered fresh water. A portion of the Miller Creek School site served as the central village in the Gallinas Valley for at least 3,000 years.

City policy protects known archeological resources to the maximum extent feasible. Generally, new development is required to avoid sites. If an archeological site is uncovered during construction, activity is halted and an examination is made by a qualified archeologist in consultation with the American Indian Council of Marin. Work can resume if appropriate mitigation measures are implemented.

### ***Historical Buildings***

Many of the older buildings built in San Rafael remain today, adding an historic character and atmosphere to the City. The diversity of architecture offers a pleasing blend of new and old buildings of various types and styles that complement a "small town," pedestrian scale of development. In 1978, the City conducted a survey to identify and rate the architectural and historical significance of selected buildings and areas. Approximately 295 structures were listed and evaluated. High concentrations of historic buildings are located in Downtown, Gerstle Park and the Dominican neighborhoods. There are 16 structures in the City that have been declared to be City landmarks, with five of those being on the National Register: San Rafael Improvement Club (1800 Fifth Avenue); Bradford House (333 G Street); Boyd House (1125 B Street); McNear Residence (121 Knight Drive) and Falkirk/Dollar Mansion (1408 Mission).

City policy has been to protect and build upon the historic character that exists in the City. The City adopted an Historic Preservation Ordinance in 1978. The ordinance established guidelines regarding remodeling or demolishing historic buildings. Additionally, the City has appointed a Cultural Affairs Commission and one of the Commission's major responsibilities is to advise the City Council on historic preservation matters.

## **POPULATION AND EMPLOYMENT GROWTH**

### ***Population Growth***

The City experienced steady population growth through the 1950's and 1960's. But during the 1970's and through this decade the total population in the City and the Planning Area has increased relatively slowly. Between 1970 and 1986, the population within the City of San Rafael increased 16%, from 38,977 to



45,212 people. Part of this increase was due to major annexations. Over the past 6 years the City has grown by only 500 people. As of January, 1986, San Rafael had about 20% of Marin County's 224,946 population. The San Rafael Planning Area, which includes the incorporated City and unincorporated areas such as Marinwood and Santa Venetia, contained 57,177 people in 1980, or almost 26% of Marin's 222,568 people in 1980.

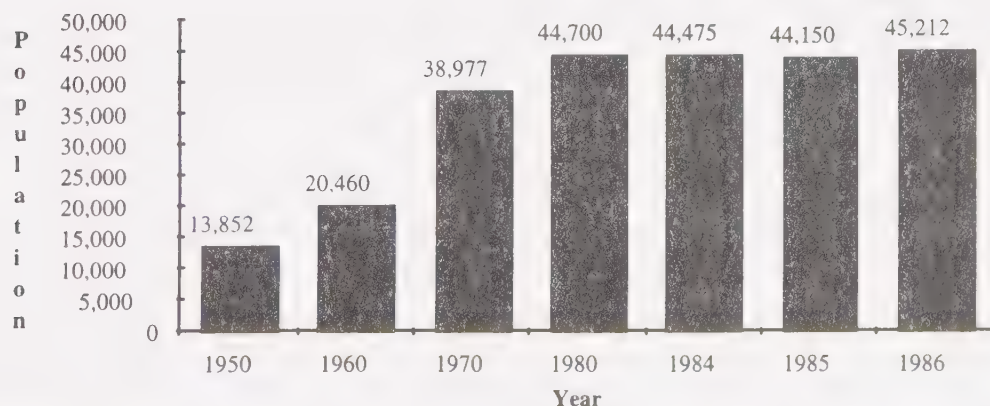
In 1984, Marin County as a whole was one of only two counties in California which showed a net population decline during that year; although the population grew by 906 persons in 1985. Several factors have contributed (and are expected to continue to contribute) to the City's and County's population growth characteristics:

1. Limited supply of developable residentially designated land has reduced development potential
2. Aging of the population has resulted in fewer families with children and smaller households
3. Declining birth rate has resulted in fewer children per family
4. High divorce rates have resulted in smaller households
5. Decreasing average household size due to #2, 3 and 4 above has resulted in fewer people living in each housing unit
6. High cost and limited availability of housing have limited the ability of many people to live here, such as young families.

1985 population projections by the Association of Bay Area Governments (ABAG) for the Planning Area to the year 2000 show a relatively small increase in population from 57,177 in 1980 to 60,400 in 2000 (a 6% increase). By the year 2000, the San Rafael Planning Area is projected by ABAG to contain 25% of Marin County's 239,700 population.

While population growth is projected to be relatively low, household growth from 1980-2000 is projected to increase by nearly 20%. The smaller percentage increase in population is due, in part, to a continuing decrease in the average household size. The number of persons per household in San Rafael has steadily decreased over the past 30 years, from 3.1 persons per household in 1950 to 2.4 in 1980. ABAG projects that the average household size in San Rafael will decrease to 2.1 persons per household by the year 2000. Without an increase in housing units, the Planning Area population would decline by nearly 7000 persons due to this factor.

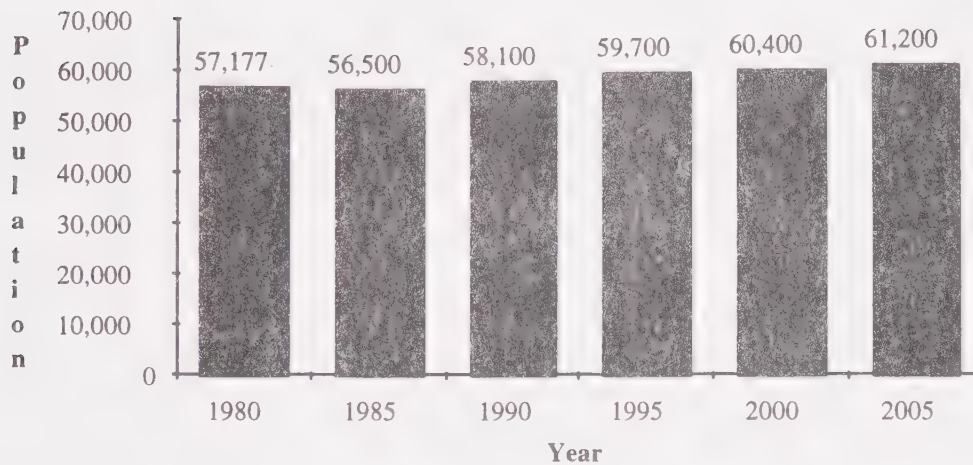
**1950-1986 Population Growth  
City of San Rafael**



Source: U.S. Census Data, State



### 1980-2005 Projected Population Growth San Rafael Planning Area



Source: ABAG Projections '85

### ***Employment Growth***

During the 1950's and 1960's, Marin County was a growing residential suburb of San Francisco. In the mid 1970's, however, there was an explosive growth in local employment which is continuing in the 1980's. The "suburbanization" of employment is a recent national phenomenon caused, in part, by the improvement in computer and communications technologies, high central city office costs, and the desire of executives to locate closer to their homes and the homes of their employees. In the Bay Area, new suburban job centers include Palo Alto, Walnut Creek, Concord, and Santa Rosa, as well as San Rafael.

Between 1970 and 1980, the number of jobs in Marin County grew from approximately 57,600 in 1970 to 77,600 in 1980. More than half of this increase occurred in the San Rafael Planning Area. Most of the new jobs have been concentrated in three fields: Services (32% of all Marin County jobs in 1980); Retail Trade (25%) and Finance, Insurance and Real Estate (14%). These areas are expected to continue to dominate the local job market through the year 2000.

This job growth has been mirrored by large increases in the number of employed Marin residents. The number of workers per household has increased over the last 35 years, resulting in more commute trips in the region. In 1960, there were 1.21 workers per household in Marin County; by 1980 the figure had risen to 1.34 workers per household. In 1980, Marin had more working people per capita than the region, state or nation and was only slightly behind San Mateo County for having the highest labor force participation rate in the Bay Area. The most notable change over the past twenty years has been the increased participation of women in the labor force. From 1960 to 1980, the proportion of Marin County's women in the labor force increased from 24% to 48%. This proportion is also higher than regional and state averages.

Despite a projected minimal 6% growth in population between 1980 and 2000, the number of employed residents is expected to increase by 24% in the San Rafael Planning Area, from 30,900 in 1980 to 38,400 by the year 2000. A similar 24% increase in employed residents is expected countywide. This growth is largely due to changing composition of households in Marin. While the average household size continues

to decline, the number of workers per household in Marin County is expected to continue to increase; from 1.34 in 1980 to an expected 1.39 in the year 2000 according to ABAG Projections '85. In the future, San Rafael and Marin are expected to have more two worker households and fewer households with children. In part this trend is expected to be caused by people sharing high housing costs.

These changes will tend to raise the average household income of Marin County households. In constant 1980 dollars, the mean household income for the San Rafael Planning Area is expected to increase from \$32,250 in 1980 to \$43,700 in the year 2000. The latter figure is \$10,000 higher than the projected figure for the Bay Area as a whole according to ABAG Projections '85.

### ***Relationship of Jobs to Housing and Employed Persons***

San Rafael has historically been the employment center for Marin County. More recently, it has also become an employment center for Sonoma County residents as well. Between 1970 and 1980, there was a dramatic intensification of jobs over housing in the San Rafael Planning Area; even though the ratio of jobs to housing units in Marin County as a whole remained about the same during the same time period (.84 jobs per housing unit). In 1970, there were 23,700 jobs and 18,700 housing units (1.27 jobs per housing unit) in the San Rafael Planning Area. By 1980, there were 34,700 jobs and 23,600 housing units (1.47 jobs per housing unit). By 1985, the number of jobs relative to the number of housing units increased further, as an additional 5,400 jobs were added and only about 650 new housing units were completed. The Planning Area's ratio of jobs to housing is currently estimated at about 1.65 jobs for each housing unit, while the County's current jobs to housing ratio is estimated at .92 jobs for each housing unit.

The growth in jobs has outpaced the growth in employed residents. Between 1980 and 1985, 90 new jobs were created for every 25 additional employed residents. The San Rafael Planning Area in 1985 had 1.25 jobs for every employed resident. This number could increase to 1.58 jobs per employed resident in the year 2000 if present trends continue. The Association of Bay Area Governments' Projections '85 estimates that between 1985 and the year 2000 there will be approximately 13,100 new jobs, 3,900 new residents, 4,060 new households and 6,400 new employed residents in the San Rafael Planning Area. Under existing trends, a considerable portion of the new jobs being created must be filled by persons commuting from outside of San Rafael, largely from the north where housing is more affordable. Based on existing trends, this situation could grow more extreme, and by the year 2000 San Rafael could have an employed resident per job ratio identical to that of San Francisco in 1980.

### ***Place of Employment***

According to the 1980 Census, approximately 62% of San Rafael's employed residents worked in Marin County, with 35% working in San Rafael itself. By comparison, about 57% of Marin County's employed residents worked in the County. Approximately 30% of San Rafael's employed residents worked in San Francisco, while 34% of Marin County's employed residents in 1980 worked in San Francisco. The recent community survey conducted as part of the General Plan revision in April, 1986 by Moore, Iacofano, Goltsman also concluded that 35% of the City's residents work in San Rafael.

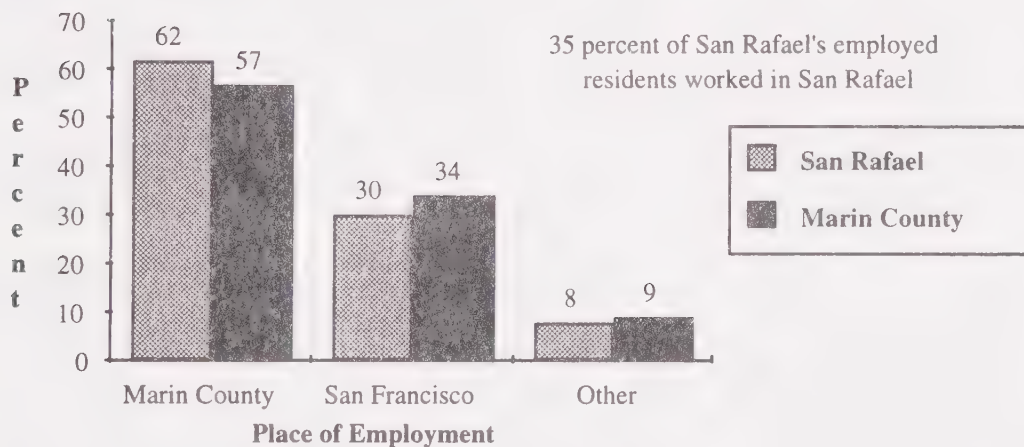
The distribution of resident employment varied somewhat by census tract throughout San Rafael (using 1980 U.S. Census data). For instance, the percentage of employed residents working in San Rafael ranged from a high of 43% in the Civic Center/Santa Venetia area to a low of 31% in the South Terra Linda/Los Ranchitos area. Employment in Marin County outside of San Rafael ranged from 35% in the Downtown/West End/Gerstle Park area to only 17% in the Glenwood/Peacock Gap area. Residents of Glenwood and Peacock Gap were most likely to be employed in San Francisco (40%), while only 24% of all Civic Center/Santa Venetia and Downtown/West End employed residents worked in San Francisco.



In 1980, the East San Rafael and Marinwood/Lucas Valley area workers had similar commute patterns; with 1/3 of employed residents working in San Rafael, 1/3 working in other parts of Marin County, and 1/3 working in San Francisco. A report prepared for the Canal Community Alliance in 1985 found that approximately 43% of East San Rafael employed residents work in San Rafael, 28% work in other parts of Marin County, and only 21% work in San Francisco. The study concluded that over 71% of East San Rafael's employed residents work in Marin County, which is far higher than the 62% figure for all of San Rafael's working residents. If the sample taken was representative of East San Rafael workers, a major shift of employment to San Rafael and away from San Francisco has occurred since 1980 for East San Rafael residents.

Few clear patterns emerged from the census tract employment analysis, partly because each census tract was comprised of several neighborhoods, resulting in a mix of incomes, ages, and housing types.

### Place of Employment in 1980 San Rafael Residents



Source: 1980 Census

### *San Rafael Jobs and Housing*

Historically, in comparison with Marin County as a whole, San Rafael has possessed a relatively balanced jobs to housing relationship. This has fostered some of the diversity that exists in the community in terms of people, housing and income ranges, compared to other Marin County cities. While San Rafael is a suburban community, in many ways it has some of the distinct advantages of being an urban place. No other community in the county matches that quality. However, since 1980, the growth in overall population, employed residents and the housing supply has remained nearly flat while job growth has continued. Projections for San Rafael's and Marin County's jobs, households, population and employed residents are shown on the following charts.

### MARIN COUNTY PROJECTIONS 1980-2000

CATEGORY	1980	1990	2000	CHANGE	PERCENT
Population	222,568	229,600	239,700	+17,132	+8%
Households	88,723	96,520	106,030	+17,307	+20%
Av. Household Size	2.4	2.3	2.2	-0.2	-8%
Jobs	77,622	100,400	120,800	+43,178	+56%
Employed Residents	118,560	133,500	147,200	+28,640	+24%
Jobs/Employed Res.	1:1.5	1:1.3	1:1.2	--	--

Source: ABAG Projections '85

## SAN RAFAEL PLANNING AREA PROJECTIONS 1980-2000

CATEGORY	1980	1990	2000	CHANGE	PERCENT
Population	57,177	58,100	60,400	+3,223	+6%
Households	23,108	24,930	27,790	+4,682	+20%
Av. Household Size	2.4	2.25	2.1	-0.3	-12%
Jobs	34,736	45,500	53,200	+18,464	+53%
Employed Residents	30,902	34,400	38,400	+7,498	+24%
Jobs/Employed Res.	1:0.9	1:0.8	1:0.7	--	--

Source: ABAG Projections '85

There are several reasons why encouraging housing in San Rafael is important in the future:

1. Adverse traffic impacts can result from heavy in-commuting to local jobs. Lack of affordable housing forces many persons and groups (especially young families) to live elsewhere, even though they work in the City, exacerbating the traffic situation and requiring expensive highway improvements and other costly measures.
2. Commercial uses are generally much more traffic intensive than residential uses. Designating land for commercial as opposed to residential development not only prevents expansion of the housing stock but generates more traffic.
3. Community diversity can suffer in terms of both the type of resident who lives in the community and the type of housing available to prospective residents.
4. Long-distance commuting degrades air quality and wastes energy.
5. People feel more a part of and have a strong identity with communities in which they both live and work.

Based upon comments at community workshops and analysis of the General Plan Community Survey, it is the public's perception that traffic problems threaten many of the cherished qualities which have historically made San Rafael a unique and pleasant place to live. The General Plan proposes to improve this situation through the following measures:

1. Establishing a level of transportation service and a phasing of transportation improvements to coincide with future development.
2. Increasing the supply of housing in areas close to job centers and providing for higher density housing along transit routes
3. Encouraging production of more affordable housing
4. Encouraging mixed-use development (residential/commercial) especially in the Downtown

### *ABAG Job and Income Projections*

To further identify the need for a diversity in housing stock and affordable housing, the Association of Bay Area Governments has projected 10 year job growth and salary levels for Marin County and the San Rafael Planning Area. This information is summarized below.



1. Approximately 12,500 new jobs are projected for Marin County between 1985 and 1995. An estimated 9,800 new jobs are projected to be created in the San Rafael Planning Area between 1985 and 1995, a 25% increase in total jobs.
2. The largest overall and proportional job growth will be occurring in the retail, service and "other" sectors. About 94% of the new jobs are expected to be created in these sectors. Only 6% are expected to occur in manufacturing and wholesale sectors, while agriculture and mining are expected to have a net loss of jobs. "Other" includes government, construction, finance, insurance, real estate, transportation, communication, and utilities occupations.

### 1985 TO 1995 PROJECTED EMPLOYMENT BY SECTOR IN THE SAN RAFAEL PLANNING AREA

Employment Sector	Jobs in 1985	Jobs in 1995	Number Change	% Change
Agriculture & Mining	201	178	-23	-11%
Manufacturing	2,158	2,533	375	17%
Wholesale	1,596	1,872	276	17%
Retail Trade	7,870	10,287	2,417	31%
Services	11,259	13,960	2,701	24%
Other	16,437	20,511	4,074	25%
<b>Total</b>	<b>39,521</b>	<b>49,341</b>	<b>9,820</b>	<b>25%</b>

Source: ABAG, 1986

3. The 12,500 new Marin County jobs represent 9,000 new households, assuming an average of 1.4 workers per household. If we assume that the Marin County projections are applied proportionally to the San Rafael Planning Area, the new jobs would result in approximately 7,000 new households, based on 1.4 workers per household.
4. 70% of the new jobs are expected have salaries less than \$15,000 in 1979 dollars (\$23,765 in 1986 dollars). A high percentage of these are expected to be retail jobs, which tend to be part time.
5. 91% of the new jobs are expected to have salaries less than \$25,000 in 1979 dollars (\$39,608 in 1986 dollars).
6. A very large percentage of retail and service jobs (81% and 75% respectively) will have salaries of less than \$15,000 in 1979 dollars. This is due partially to the part-time status of many of these jobs. Only 60% of jobs in the "other" sector will have salaries under \$15,000 in 1979 dollars.

## PROJECTED 1995 SAN RAFAEL PLANNING AREA JOBS EARNING LESS THAN \$15,000 AND \$25,000 IN 1979 DOLLARS

Employment Sector	% of New Jobs Earning Less than \$15,000*	Number of New Jobs	% of New Jobs Earning Less than \$25,000*	Number of New Jobs
Agriculture & Mining	(There is expected to be a net loss of jobs in this sector)			
Manufacturing	65%	244	86%	323
Wholesale	65%	179	86%	237
Retail Trade	81%	1,970	93%	2,248
Services	75%	2,026	93%	2,512
Other	59%	2,410	89%	3,626
<b>Total</b>	<b>70%</b>	<b>6,829</b>	<b>91%</b>	<b>8,946</b>

\*Figures in 1979 dollars. \$15,000 equivalent in 1986 was \$23,765 and \$25,000 equivalent in 1986 was approximately \$39,600. Income reflected only wage, salary and self-employment income.

Source: Association of Bay Area Governments, 1986

7. In 1979 dollars, an estimated 73% of new households forming as a result of the new jobs are project to have salaries less than \$25,000, which was the County median household income in 1979.
8. As of August, 1984, the Department of Housing and Urban Development (HUD) estimated that the median household income for the 5-county Bay Area was \$34,000. HUD classifies households with an income of less than 120% of the median income as "moderate housing income or less." When the 1979 income levels are adjusted to 1984 dollars, about 76% or 6,800 of the 9,000 estimated new Marin County households forming as a result of the new jobs would have a moderate or low housing income and would require housing costing less than \$125,000 (in 1986 dollars) by the year 1995. Applying the same percentages to the San Rafael Planning Area, about 5,300 new households forming as a result of the new jobs would have a low or moderate income and would require housing costing less than \$125,000 (in 1986 dollars) by the year 1995.

A similar analysis prepared by the Association of Bay Area Governments for the San Mateo Highway 101 corridor and the Contra Costa County I-580 to I-680 corridor concluded that about 80% of the new jobs in those areas would pay less than \$25,000 in 1979 dollars (\$39,608 in 1986 dollars).

### EXISTING LAND USE

Residential use is the major land use in the City and accounts for 43% of all land area in the City. One and two family residential housing is found in virtually every neighborhood, while multiple family housing is found predominately in the Gerstle Park, East San Rafael, Terra Linda, Northgate, Montecito, Lincoln and Downtown neighborhoods. Approximately 6.7 of the 7.3 square mile area devoted to residential land use in the City is comprised of single family and duplex development (92%), while apartments and condominiums comprise only 0.6 square miles (8%). However, condominiums and apartments provide 43% of the total housing units in the City.

Secured open space accounts for 19% of the land area in the City. Combined parks and open space account for nearly 30% of the land area in the City. A similar percentage of land in the unincorporated Planning Area is in secured open space and parks.

There are four major business centers in the City: Northgate, which includes Northgate Regional Shopping Center, Marin County Civic Center, major offices and the Northgate Industrial Park; Downtown; commercial and industrial uses in the Francisco Boulevard West area; and commercial and industrial uses in the East San Rafael area. Specialized marine uses are concentrated on both sides of the San Rafael Canal between Harbor Avenue and the Montecito Shopping Center. Retail services and shopping centers account for 3% of the City's land area, with office and industrial and office uses occupying 5% of the land area. The unincorporated portions of the planning area contain only a small amount of neighborhood-serving commercial areas. Other uses (public/quasi public/schools and marine uses occupy 7% while vacant land is 12% of the current City total.

### EXISTING PLANNING AREA LAND USES

(in square miles, land area only)

USE	CITY ONLY	OUTSIDE CITY	TOTAL	% TOTAL
Parks	1.89	1.56	3.45	11%
Open Space	3.28	2.21	5.49	17
1 & 2 Family Res.	6.73	1.95	8.73	28
Condominium	.20	.13	.28	1
Multifamily Res.	.40	.01	.41	1
Public/Quasi Public	.59	.21	.80	3
Schools	.36	.05	.41	1
Closed Schools	.18	.05	.23	1
Retail/Service	.33	.01	.34	1
Shopping Center/ Supermarket	.16	.01	.17	0.5
Office	.37	.01	.38	1
Industrial/Office	.57	.49	1.06	3
Marine Uses	.09	.02	.11	0.5
Vacant	2.15	7.51	9.66	31
(Hwy/Inland Water Area)	--	--	(.76)	--
<b>TOTAL LAND AREA</b>	<b>17.30</b>	<b>14.22</b>	<b>31.52</b>	<b>100</b>

Source: San Rafael Planning Department, 1986

### ***Vacant Land***

Vacant, undeveloped land in the San Rafael Planning Area in 1986 totals 6,200 acres +/-2% to account for rounding errors. Vacant land is approximately 12% of total land area in the City, but accounts for half of all land area in the unincorporated planning area. The vacant land total includes many parcels which may have some or all needed development approvals but which are not yet under construction; public and private parking lots which are on separate lots from any business; construction storage yards; and landfills. Vacant land does not include public or restricted private open space areas or parkland as they are not available for development.

While the vacant land total may seem very large, about half of this total is contained in a few major land holdings along Lucas Valley Road north and west of the Marinwood and Lucas Valley neighborhoods. These major parcels are primarily steeply sloping hillside areas with limited residential development potential based on county approvals and current City plans. Another 12% of the vacant land is in steep,



unincorporated hillside areas or wetlands which are located north and west of China Camp State Park and in larger remnant hillside residential parcels in the central San Rafael area. Planned Peacock Gap neighborhood development, consisting of 300 residential units total, constitutes another 5% of the total vacant land area. About 3% is located in other infill parcels throughout the city.

Thus, major vacant land with significant development potential during the Plan's time frame is located primarily on 570 acres of land on the St. Vincent's and Silveira properties in North San Rafael, approximately 350 acres in East San Rafael, and approximately 300 acres in Northgate, primarily east of Highway 101. This constitutes a total of approximately 1,220 acres, or about 20% of the total vacant land in the Planning Area.

### ***Potential Re-Use and Underdeveloped Lands***

In addition to vacant land, several major parcels currently in use have been identified as having reuse potential within the time frame of the Plan and therefore require evaluation for alternate land uses. These include the 120 acre Marin Ranch Airport site south of McInnis Park, various surplus schools sites and the PG&E properties at Second and Lindero in Downtown.

In addition to vacant and larger reuse sites, there are many parcels which are considered "underdeveloped" in relation to surrounding development. These parcels have additional development potential. In East San Rafael, the Francisco Boulevard West commercial area and the Northgate Activity Center, underdeveloped parcels have generally been identified as those parcels where the improvement to land value ratio is less than 1:1 and where the building square footage is less than 30% of the total site land area. In other words, these sites are generally underused relative to most developed areas of the City.

Several blocks in the Downtown have been identified as "underdeveloped" based on low improvement value or a low floor area ratio (where there are small buildings on large lots) compared to nearby blocks.

One block identified as underdeveloped is centered around Third Street, between B and C Streets. Properties in that block include the Bertolli gas station and several large parking lots. The block just east of Highway 101, centered on Fourth Street, is considered underdeveloped because a former gas station site is occupied by a small low-intensity use. Other lots also having development potential include the lots in the Lindero District, and the corner lots at "A" Street, south of Third Street (the "Nymph's" site and the "King Henry" site).

## **RESIDENTIAL DENSITIES**

Residential development densities must be provided in the General Plan for all residential areas. Existing residential densities have been calculated to define the density ranges for existing areas. Existing densities also provide information, along with other factors, to analyze the residential development potential of vacant parcels consistent with the existing scale and character of the community. A sampling of residential densities in all neighborhoods of the Planning Area was done as part of this analysis. The "density" of residential development is the number of residential units per acre. "Gross densities" include public streets, while "net site densities" include only the land area of the project itself. **The average density ranges which follow are gross densities, unless otherwise noted.**

Density calculations have been made for more than fifty sub-areas of San Rafael, each 5 to 20 acres in size, representing all of the major parts of the Planning Area. Various unit types were sampled, including single-family detached areas, townhouse and condominium developments, apartments, mixed residential areas, mobile home parks, and senior citizen developments. Whenever possible, only the built-up area was included in the gross density calculations. Secured open space areas (except "common areas" in



condominium complexes), parks, schools, lagoons, major vacant parcels, etc., were not counted in gross density calculations in order to come up with consistent calculations.

Densities of single-family areas range from less than one unit per acre in some unincorporated neighborhoods of the Planning Area on septic tanks, to more than 5 units/acre in portions of the Bret Harte area. Typically, densities for single-family detached homes in hillside areas is .1 to 2 units per acre, while in other single family detached areas it is 2.5 to 6 units per acre.

Townhouse and condominium development densities are somewhat higher, typically between 7 to 12 units per acre. However, some condominium projects have been built at higher densities, such as the Sessions Rise project on Marin Center Drive, which has a density of 21 units per acre. The Contempo Marin Mobile Home Park is at a density of 7 units per acre, which is similar to lower density townhouse developments in the City.

Mixed residential areas, or those areas containing single-family, duplex and apartment units, have density ranges of 7 to 20 units per acre, depending on the mix of unit types. Portions of Gerstle Park, for example, range from 7 units per acre west of Clark Street to 15 units per acre north of Bayview Street, where there are more apartments. The Montecito area has densities of 9 to 13 units per acre. The mixed residential area along the Lincoln Avenue corridor has a density of 7 units per acre, while the primarily apartment area north of Mission Avenue in Downtown has a density of 19 units per acre.

Apartment areas generally range from 21 to 32 units per gross acre. Most of San Rafael's apartment zones allow up to 43 units per net site acre, or one unit per 1,000 square feet of land area, and some individual apartment projects have been developed at this maximum density. Senior citizen housing developments have the highest densities due to lower parking needs and smaller unit sizes. Senior project net site densities range from 21 units per acre at Rotary Manor to 90 units per acre at San Rafael Commons.

### ***Methodology for Determining Density Ranges on the Land Use Plan***

The residential categories include two hillside categories with very low residential densities allowed, a low density category, and medium and high density categories. All residential density categories are expressed in gross area densities, which includes streets. Net site densities, which exclude streets, are typically 20-30% higher than gross densities. General Plan policies state that in all residential categories, the high end of a density range is not guaranteed and is achievable on a vacant site only with excellence in project design, compatibility of the project with site resources and constraints, with development patterns and prevailing densities of adjacent developed areas, and provision of adequate access. Additionally, in the traffic sensitive areas of Northgate and East San Rafael/Francisco Blvd. West, individual parcels have been assigned a proportion of area trips based on peak hour trip generation and trip allocations may not be exceeded.

To distinguish between the two hillside categories, staff relied on detailed neighborhood plans, prior master plan approvals, and county zoning information. Where this information was not available, staff undertook a site specific review of undeveloped hillside parcels in the city to identify land capability, and site visual resources. City policies require protection of highly visible ridgelines and community-wide visible hillsides. From this review, parcels with slopes generally over 35-40%, which were also highly unstable and which have been identified as having community-wide visual significance were put in the lowest density Hillside Resource category of 0.1 to 0.5 units per acre. USGS topographic maps were used to determine slope, except where more detailed topographic maps were available. This method accomplishes the following General Plan objectives: it identifies and takes into consideration land capability based on slope, slope stability and geoseismic hazard, and helps preserve ridgelines and community-wide visible hillside backdrop areas.

Other hillside parcels throughout the Planning Area were categorized in the 0.5 to 2 units per acre range. Hillside areas in San Rafael have typically been developed at 1-1.7 units per acre. Two units per acre is the maximum gross density achieved in any developed hillside areas of San Rafael. However, most of the remaining sites are those with more difficult access, geology or slope constraints than developed sites. General Plan policy states that maximum densities are not guaranteed. In Hillside Residential areas, higher densities within the General Plan density range may be achieved if site specific analyses can identify portions of the site which are very appropriate for development given slope and geology, the proposed development would be compatible with lot patterns in adjacent developed areas, access is appropriate for the amount of site development, and there is excellence in project design which may benefit existing development, for example through improved area drainage or area access, or slide hazard reduction.

Development should be clustered on portions of the site which are most appropriate from a geotechnical standpoint, and which will minimize grading and drainage impacts. The slope ordinance will be revised to more closely approximate General Plan densities. This category will rely on site specific reviews to determine the level of development most consistent with land capability, access and with the adjacent neighborhood.

The low density residential range is 2-6.5 units per gross acre. This range was derived from an analysis of existing developed single family area densities and existing single family residential zoning districts. Single family areas in San Rafael are developed at 2-3 units per acre in Loch Lomond, Glenwood, Peacock Gap and parts of Dominican; 3-5 units per acre in Terra Linda, Marinwood, Lucas Valley, and most single family areas around downtown; and 4-6 units per acre in Bret Harte, Sun Valley and Merrydale. Where appropriate, zoning districts in developed neighborhoods will be revised to reflect prevailing densities.

The medium density range of 6.5-15 units per gross acre was derived from an analysis of existing duplex, and garden apartment zoning districts, and typical condominium project densities in the Planning Area. The 15 units per acre density is about the maximum density which can be achieved with a two story project.

The high density residential category of 15-32 units per gross acre reflects typical apartment area densities. 32 units per gross acre is the maximum density which can be achieved under the City's existing zoning districts. Housing densities of 30 units per gross acre are proposed in the Plan for the City-owned parcel at the end of Bellam Blvd. As indicated on the Land Use Map, high density designations of 15-32 units per gross acre exist or are proposed for Lincoln Avenue, Downtown, portions of Montecito, portions of Woodland Avenue, much of East San Rafael, west and south of the Northgate Mall, portions of Merrydale Avenue, portions of Northgate East, portions of St. Vincent's/Silveira, and existing senior housing projects. Main areas where the upper end of this density range are expected to be achieved include Lincoln Avenue, Downtown, and small portions of North San Rafael. In other areas, zoning combining districts would be proposed to provide for lower (i.e., 15-20 units per gross acre rather than 25-32 units per gross acre) densities still within the high density range.

Areas currently developed at 16 or more units per gross acre are identified on the Existing Land Use Map and include much of East San Rafael; Lincoln Avenue; apartment areas clustered near Merrydale and North San Pedro Roads; apartment complexes east of Nova Albion Way; apartments at the top of Channing Way; Professional Center Parkway, and Cresta Drive; and portions of the Montecito and Gerstle Park neighborhoods.

In general, R-4, R-3 and R-3 BD 1500 foot zones in the 1986 San Rafael Zoning Ordinance conform to the high density land use designation; R-3 BD 2000 or more square feet per unit, and R-2 zones conform to the medium density land use designation; and R-1, R-1-B-1, B-2, and B-3 zones conform to the low density land use designation. The R-1-B-4 zoning district conforms to the hillside residential land use designation.



General Plan policy would allow a density bonus above the density ranges for affordable housing and senior housing projects. Senior housing density bonuses reflect reduced parking demand from such projects and must be consistent with trip generation allocations to the site in Northgate and East San Rafael/Francisco Blvd. West.

## **COMMERCIAL INTENSITY**

Commercial categories were developed to assist in implementing City policy direction for various commercial areas. For example, the Downtown Core Commercial is distinguished from General Commercial by the intensity of development, historic building design, pedestrian scale, emphasis on first floor retail, smaller storefronts and the type of retail uses the City will promote. Neighborhood Commercial allows uses appropriate to serve the surrounding neighborhood. The Industrial designation is generally intended to protect existing industrial uses. The Marine Related use designation will promote uses which are either water dependent or which make use of and draw people to the waterfront.

All commercial areas have been assigned Floor Area Ratios to identify the level of intensity of development. This is because State law requires that the General Plan "include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan." FARs provide a legally adequate way to provide these standards for non-residential uses. State law also requires that the land use and circulation elements be coordinated and consistent with each other. Similar to density standards for housing, FARs provide a straightforward means to quantify non-residential development potential so that it can be coordinated with improvements needed to provide adequate circulation.

The Floor Area Ratio is the total building square footage (gross floor area) divided by the land area. They are net site ratios, i.e., they do not include public streets. For example, if a building occupies an entire site or if an entire block is covered by a one-story building, the FAR would be 1.0. If a two-story building occupies half of a site, the FAR would also be 1.0. FARs do not specify building heights or setbacks or affect building design. Building heights, etc. are covered by other design policies and zoning standards. Acceptable floor area ratios vary in different areas of the City and are described in the narrative policies for each specific area.

### ***Specific Areas***

#### ***Northgate***

San Rafael has successfully used floor area ratios in implementing the 1982 Northgate Activity Center Plan. The Northgate Activity Center Plan established trip generation limits for all new commercial development corresponding to a Floor Area Ratio of .3. This development intensity is typical of existing area development and is intended to balance transportation improvements and costs with new development to maintain a traffic level of service "D" for arterial and collector streets and intersections in the Northgate Area. Floor Area Ratio examples of newer buildings in Northgate include 0.30 for Fireman's Fund building at Lucas Green; 0.20 for the Wells Fargo Bank on Las Gallinas Avenue; 0.27 for the El Marinero office on San Pablo Avenue; and 0.22 for the Commerce Clearinghouse building at the top of Thorndale Drive.

#### ***East San Rafael/Francisco Boulevard West***

The draft East San Rafael Neighborhood Plan, similar to the Northgate Plan, also proposed peak traffic period traffic generation limits and corresponding FARs for new commercial development in East San Rafael and in the Francisco Boulevard West commercial area which is tributary to the same intersections.

The Draft East San Rafael Plan, however, differentiated between "high-impact" and "low impact" traffic areas, and provided different FAR categories for types of commercial land uses with different traffic generating characteristics.

The FARs proposed in the Draft East San Rafael Plan are generally lower than recently developed commercial projects in East San Rafael. However, as in Northgate, the proposed traffic allocation and FAR represent the best balance between needed traffic improvements and costs and development potential. Floor Area Ratio examples of newer East San Rafael projects include 0.30 for the Marin Square retail and office complex; 0.37 for the Phoenix Leasing project on East Francisco Boulevard; 0.39 for the 999 Andersen Drive office and industrial building; 0.45 for the office and industrial building at 1133 Francisco Boulevard East; and 0.63 for the Bellam Venture building at Bellam Boulevard and Larkspur Street.

### *Downtown*

There are six Downtown land use districts which, for the most part, match the districts found in *Our Vision of Downtown San Rafael*. Three districts, the Fourth Street Retail Core, the West End Village and the Fifth/Mission Residential/Office Districts are considered "limited change" areas because the community likes these areas much the way they are today, and because there are limited opportunities for new development. Three districts, Hetherton Office, Second/Third Mixed Use, and the Lindaro Office, are "greater" areas in that there is greater potential for redevelopment, these areas are close to Highway 101 and the Transit Center, and because they are gateway locations.

Overall, FARs were established based on the *Vision's* descriptions relating the building height and design, the FARs of existing buildings, generalized parking strategy and example projects. The following considerations went into determining the appropriate FARs for each district.

Fourth Street Retail Core. The FAR of 2.0 is retained because it is consistent with the high intensity land uses which have been developed on this street, and because people like the existing scale of Fourth Street.

Hetherton Office. An FAR of 2.0 is set for between Lincoln Avenue and the transitway; 1.5 FAR is set between the transitway and highway 101. Because existing FARs in the district range up to 1.0, hypothetical examples were developed to demonstrate the type of development which would be consistent with the *Vision's* design principles for this area. There are a number of small underdeveloped lots in this district. The FARs are set higher than the existing pattern of development in order to encourage lot consolidation, landmark office redevelopment, and to take advantage of the location adjacent to highway 101 and the transit center.

Lindaro Office. An FAR of 0.75 is set consistent with the *Vision's* description of a highly visible predominantly office development. The 0.75 FAR was determined appropriate after examples were drafted to show that it could accommodate the requisite parking, would result in the desired high quality development as described in the *Vision*, and would not adversely impact the arterial level of service on Second and Third Streets.

Second/Third Mixed Use. A 1.5 FAR is set from Tamalpais to "C" Street; 0.7 for the district west of "C" Street and north of Second Street, and for lots south of Second Street which face "A" and "B" Streets; and 0.5 for the remaining lots south of Second Streets. The 1.5 FAR permits the type of larger-scale buildings described in the *Vision* for the eastern half of the district. The 0.7 FAR recognizes that these areas are less intense transition areas for the neighborhoods, and have more auto-oriented uses. The lower 0.5 FAR is set for those lots closest to the neighborhoods.

West End Village. The FAR of 0.7 is in the median range of existing FARs in this district. Parking is needed onsite, and a higher FAR would result in buildings much larger than the current scale of the neighborhood shopping street. The office building at "H" and Fourth Streets is a good example of a newer project, with parking, in this district; it has a 0.68 FAR.



Fifth/Mission Residential/Office. A range of FARs is set to reflect the changing character of the district. The area in the middle of the district has a 1.5 to 1.75 FAR, the eastern end of the district has a 0.6 and 0.9 FAR, and the western end has an FAR of 0.5. The 1.5 to 1.75 FARs are in areas suitable for intensification to a level similar to that on Fourth Street and/or are similar to existing levels of development, and downslope lots can partially conceal parking structures. The 0.9 FAR area is in the Parking District. The office building at Fifth and Nye (0.86 FAR) is an example of the type of building described in the Vision. The 0.6 FAR is set for the area north of the Parking District along Mission Avenue. It is lower because it is adjacent to residential areas. The 0.5 FAR for east of "E" Street reflects the desired low scale/parking onsite level of development in this less urban part of Downtown.

#### *Neighborhood Commercial, Miracle Mile and Marine Uses*

Floor Area Ratios of 0.32 are proposed for neighborhood commercial uses and the Miracle Mile. These FARs are typical of existing development. Marine uses outside of East San Rafael could also have up to a 0.32 FAR.

## **JOBS AND HOUSING PROJECTIONS IN THE SAN RAFAEL PLAN**

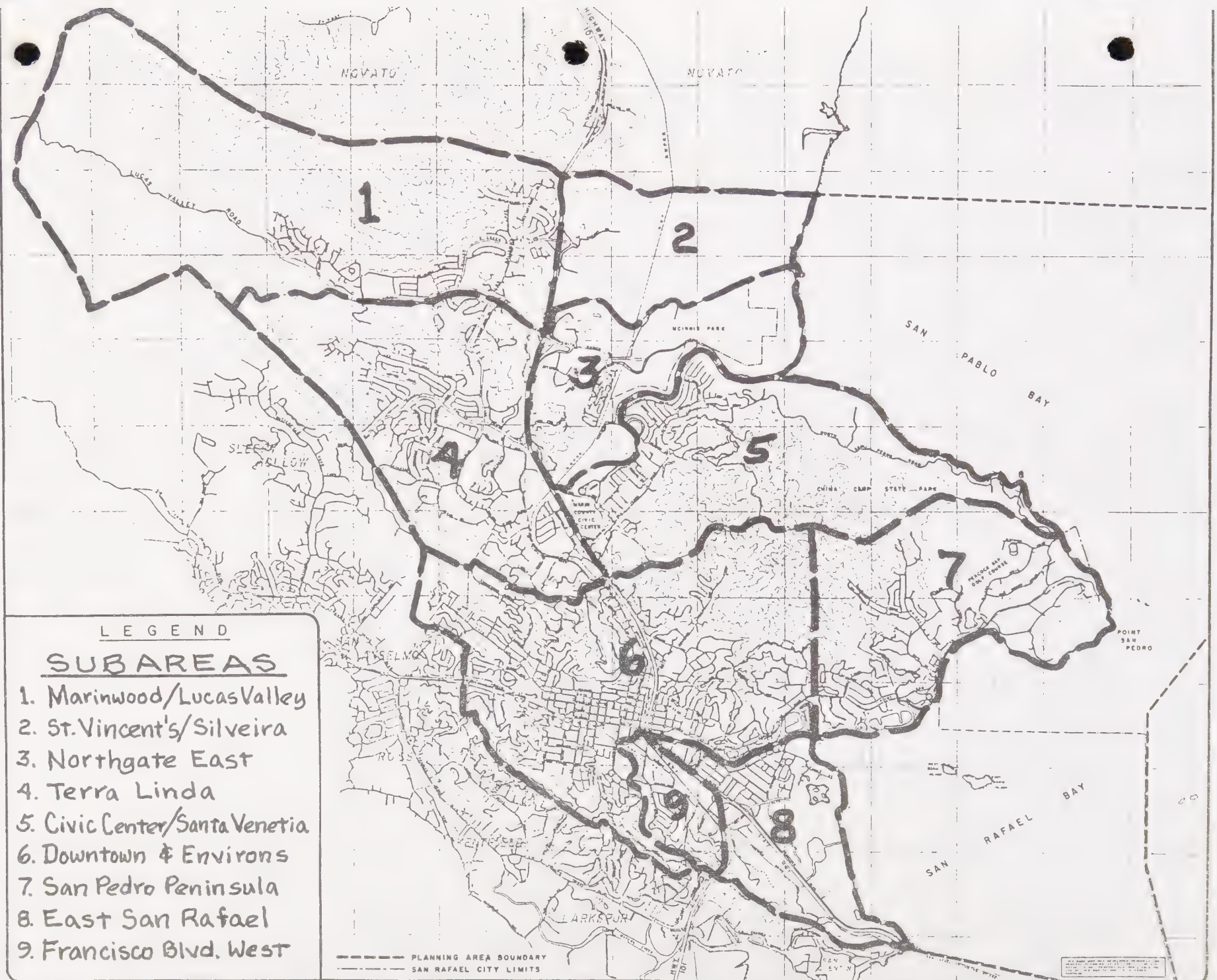
A major intent of the San Rafael General Plan is to time development consistent with needed infrastructure improvements. Policies in the Circulation Element identify improvements needed prior to or at the same time as new development in order to retain proposed level of traffic service standards. The Northgate and St. Vincent's/Silveira sections also identify potential sewage capacity constraints. Projections by subarea include assumptions regarding when development would be likely considering expected timing of major improvements.

A map of the subareas and a summary of the major improvements timing also follow. Please note that "holding capacity" numbers are included only for reference purposes and holding capacity is not expected to be reached during the time frame of the Plan.

July 1, 1996

San Rafael General Plan -  
Land Use Background

LUB - 19



CITY OF SAN RAFAEL PLANNING DEPARTMENT	
DATE: 12/10/87	BY: [Signature]
PROJECT: SUBAREAS	SCALE: 1" = 1/2 MILE
REVISIONS:	
1. 12/10/87	2. 12/10/87
3. 12/10/87	4. 12/10/87
5. 12/10/87	6. 12/10/87
7. 12/10/87	8. 12/10/87
9. 12/10/87	10. 12/10/87

## SUBAREAS

12/10/87



SAN RAFAEL  
PLANNING AREA

# HOUSING UNIT PROJECTIONS TO THE YEAR 2000 BASED ON TIMING OF MAJOR IMPROVEMENTS

<u>SUBAREA</u>	<u>1987-1992</u>		<u>1993-2000</u>		<u>1987-2000</u>	<u>HOLDING CAPACITY</u>
	<u>NUMBER</u>	<u>MAJOR PROJECTS AND ASSUMPTIONS</u>	<u>NUMBER</u>	<u>MAJOR PROJECTS AND ASSUMPTIONS</u>	<u>TOTALS</u>	
St. Vincent's/ Silveira	0		750	One third of St. Vincent's/Silveira given area size	750	2200 (Prelim)
Marinwood/ Lucas Valley	230	Two projects with all approvals	80-300	One school, portion of Lucas and Daphne	310-530	675
Terra Linda	230	No schools except 176 at former Hartzell; 40% of misc infill pot. (52)	145-170	One or two schools (95-120); 40% of misc. infill pot. (52)	375-400	620
Civic Center/ Santa Venetia	210	No schools; 34 u. Laurel Glen; 40% of misc. infill potential	200	One school and 40% of misc. potential	410	540
Northgate East	1040	McInnis Apts. (98) Sm. Ranch Hills (400) Civic Center No (300) affordable hsg (15) Prof. Center Pkwy (85) Civic Center PI (75) Scettrini (69)	450-610	Crest Marin II (210) Prof. Center Pkwy (45) 50% Marin Ranch Airport (185) Honor Farm (0) Affordable hsg (15) Hospital Site (0-160)	1490-1650	1900
San Pedro Peninsula	365	All Peacock Gap; 40% of misc. infill pot.	65	40% of misc. Infill potential	430	475
Downtown and Environs	270	No schools; 40% of misc. infill potential	285	One small school; 40% of misc. infill pot.	555	1110
East San Rafael/ Francisco Blvd. West	160-190	Likely range if one- half Bellam Blvd. capacity used for residential	430-450	4 years (of 7) to develop after road improvements -- Assumes 50% of dev. potential	590-640	1070-1160
<b>TOTAL</b>	<b>2,505-2,535</b>		<b>2,405-2,830</b>		<b>4,910-5,365</b>	<b>8,590-8,680</b>

Source: San Rafael Planning Department, 1988



# JOBS PROJECTIONS TO THE YEAR 2000 BASED ON TIMING OF MAJOR IMPROVEMENTS

<u>SUBAREA</u>	<u>1987-1992</u>		<u>1993-2000</u>		<u>1987-2000</u> <u>TOTALS</u>	<u>HOLDING</u> <u>CAPACITY</u>
	<u>NUMBER</u>	<u>MAJOR PROJECTS</u> <u>AND ASSUMPTIONS</u>	<u>NUMBER</u>	<u>MAJOR PROJECTS</u> <u>AND</u> <u>ASSUMPTIONS</u>		
St. Vincent's/ Silveira	0		0	Unlikely that shopping center would develop until addl residential dev. Assumes res. first	0	up to 980 (Prelim)
Marinwood/ Lucas Valley	0		0		0	0
Terra Linda	420	YMCA; Kaiser; Northgate expans. and 45% misc. pot.	80	45% of misc. potential	500	520
Civic Center/ Santa Venetia	300	One-third of County office and other County expansion	300	One-third of County office and other County expansion	600	900
Northgate East	960	McInnis Park (10) Civic Centr Pl Off (320) Cvc Centr N. Off (367) Cvc Cntr N. Hotel (150) 45% misc Ind/Off (116)	670-1010	Hospital (0-340) Pell Off/Rest (383) 45% misc Ind/Off (116) 50% retail at Marin	1630-1970	1750-1980
San Pedro Peninsula	60	Loch Lomond	0		60	60
Downtown and Environs	910	PG&E redev. (350) 45% misc. (560)	560	45% misc. (560)	1470	1600
East San Rafael/ Francisco Blvd. West	600-700	Likely range if one- half Bellam Blvd. capacity used for comm./industrial	2,950	4 years (of 7) to develop after road improvements — Assumes 45% of dev. potential	3,550-3,650	7,250-7,400
<b>TOTAL</b>	<b>3,250-3,350</b>		<b>4,560-4,900</b>		<b>7,810-8,250</b>	<b>13,060-13,440</b>

Source: San Rafael Planning Department, 1988



## TIMING OF MAJOR IMPROVEMENTS RELATED TO HOUSING AND JOBS PROJECTIONS

<u>SUBAREA</u>	<u>MAJOR IMPROVEMENTS</u>	<u>TIMING</u>	<u>RESPONSIBLE AGENCIES</u>	<u>ASSUMPTIONS</u>
St. Vincent's/ Silveira	Marinwood Interchange	Construction dependent upon timing of development; 5+ years from project "go ahead" because it is not in current State Transp. Imp. Plan (STIP)	Caltrans City of San Rafael County of Marin	Totally locally funded. Some St. Vincent's/Silveira development possible before improvement needed. Timing worked out as part of area Master Plan. Will require substantial State involvement.
	Eastside Arterial	Construction dependent upon timing of development; 2+ years if locally funded; longer if it is part of 101 Phase II funding package or there are problems securing fill permits	City of San Rafael Corps of Eng.	Since funding is local and/or regional, construction is not dependent upon STIP. Construction should be coordinated with imp. to Lucas Valley and Marinwood interchanges and should not precede them. Regional funding dependent on passage of local tax measure. Earliest date for tax vote is 1988-89 after completion of 101 Phase II. Fill permits could delay or modify project.
	Lucas Vly Interchange	Construction dependent upon timing of development; Programmed in Preliminary STIP for construction in 1991. Construction should take 1 year.	Caltrans City of San Rafael County of Marin	Funding source 100% local. Should precede construction of Eastside Arterial so that interchange can be ready to accept increased traffic from the new arterial. Possibility of delays due to purchase and/or condemnation of R/W.
	No. San Pedro Road	Construction dependent upon timing of development. Improvements 2+ years from initial project "go ahead."	City of San Rafael County of Marin	Funding 100% local. Civic Center entrance may need to be redesigned/relocated. County will have significant control of project.
	Lincoln Connector	Refer to Downtown Subarea		Additional north-south roadway capacity needed prior to new St. Vincent's/Silveira and certain Northgate development
	Major Sewage Treatment Expansion	Several Years	Las Gallinas Valley Sanitary District Corps of Eng.	Major treatment plant expansion and additional land for irrigation anticipated to be needed to increase capacity beyond 3.2 - 3.3 mgd (currently 2.9 mgd). Expected to be 100% locally funded by new development. Engineering and environmental studies needed, then funding mechanism.

## TIMING OF MAJOR IMPROVEMENTS (Continued)

<u>SUBAREA</u>	<u>MAJOR IMPROVEMENTS</u>	<u>TIMING</u>	<u>RESPONSIBLE AGENCIES</u>	<u>ASSUMPTIONS</u>
	NWPRR Transitway	Indeterminate	Hwy 101 Corridor Action Comm. NWP Task force: - County of Marin - Marin Co. Transit D. - Golden Gate Bridge Hwy & Trans. Dist.	Ultimate mode, service design, R/W acquisition, operating authority to be determined by the 28 member agencies of the 101 Action Committee expected to make recommendations in 1988. Construction of project dependent upon federal and state funding and local tax measures. Regional value being assessed by 101 Phase II
<b>Northgate</b> Areas tributary to Northgate interchanges: Marinwood/LV, Terra Linda, Civic Center/SV, Northgate Ea)	Lucas Valley Interchange	See St. Vincent's/Silveira	See St. Vincent's/Silveira	Remaining Smith Ranch area, Daphne, Marin Ranch Airport and uninc. Lucas Valley properties affected.
	Freitas Intrchange/ Merrydale Overcrossing	Programmed in STIP for 1987-88 construction	Caltrans City of San Rafael	Funding assured: part State, part local. Design to be finalized after public hearing and environmental determination
	N. San Pedro Imp.	See St. V/Silveira	See St. V/Silveira	See St. V/Silveira
<i><b>Note:</b> Similar to St. Vincent's / Silveira, Marin Ranch Airport also needs Eastside Arterial and Lincoln connector. Major County offices also need additional Merrydale / 101 improvements</i>				
	Minor sewage treatment plant expansion	Prelim. est: 2-3 years to construct after authorization	Las Gallinas Valley Sanitary District	Minor plant expansion needed to increase treatment capacity from 2.9 mgd to 3.2- 3.3 mgd to serve most Northgate area development. To be 100% locally funded by new development. In 1987, plant near capacity.
	Major sewage	See St. V/Silveira	See St. V/Silveira	Needed to serve post-year 2000 Northgate area development
<b>Downtown and Environs</b> Includes San Pedro Penin.	Lincoln connector	In 1987-88 STIP. Environmental and engineering studies pending	Caltrans City of San Rafael	50% State/50% FAU funding for 2-lane connector. If this project is significantly delayed, timing of Downtown development could be affected.
<b>East San Rafael/ Francisco Blvd. West</b>	101/I-580/ Bellam Blvd. Interchange	Must precede development which would lower LOS below D	Caltrans City of San Rafael	Approx. \$7.5 million to fund ramp improvements needed for approx. 1/2 of East San Rafael build-out. Without new local funding sources, federal and state contributions needed. Not currently in STIP. Could be 10 yrs or more before federal/ state funding is available. Ramp relocation could go forward in about 6-7 years if Redevelopment funding were transferred from Andersen Dr. Project or other funding were secured. Caltrans approval and significant R/W acquisition re-quired. Irene Street overcrossing (\$11 million) is longer term project needed to serve ultimate area development.

## COMMUNITY DESIGN

The purpose of good design is to create a safe, functional, stimulating and attractive community for people to live, work and conduct a business. This is traditionally done through the General Plan and is implemented by regulations in the zoning ordinance, which specify the type and intensity of land uses in the City. Through urban design analysis, factors which make San Rafael such a desirable place can be identified, protected and enhanced. For example, the fact that the City is now 25% open space demonstrates the importance of the rural and undisturbed natural setting as a component of community character.

In addition to its scenic qualities, San Rafael has a long history and contains many historic structures that evidence fine craftsmanship and detail seldom found in modern architecture. The size and scale of buildings downtown such as on "B" street and on Fourth Street create a unique sense of history which contributes to community identity. San Rafael is also the center of commerce and government in Marin County, which further contribute to the City's vitality and character. The diversity of neighborhoods, land uses, people and architecture create a challenge in how to promote a harmonious context for new projects with neither the regimentation of rigid rules nor the potential chaos of commercial strip development.

Community workshops and survey results have indicated that people like the small town, "personal" character of San Rafael. While people like many of the special qualities of being the urban center of the county, they do not want to lose the sense of community, good traffic circulation or parking, or the City's natural features which establish a high quality of life. Special assets identified include its open hillsides, bayfront location, and an attractive downtown. While residents view residential neighborhoods as having a distinct character and identity, they also identify the need for improved visual and social connections between neighborhoods and different parts of the City and the need for improved design of buildings and areas. People have also identified the Canal and Bay frontage as underutilized resources.

The image of San Rafael as a whole has never been clearly defined. The existing General Plan has policies for high quality design along major roadways, but their implementation has not been carried out in a comprehensive way. In Downtown, however, the City has consistently and actively promoted Downtown's historic, pedestrian oriented design character. To accomplish this, the Redevelopment Agency prepared an urban design plan for core Fourth Street block fronts which emphasized historical building details and unifying color schemes. Additionally, the Agency implemented a street beautification program which unified and enhanced the streetscape. The fact that this design effort has been successful is indicated by resident recognition that downtown is an important asset of the community and an attractive place to be.

Some steps have been taken towards improving the design appeal along Francisco Boulevard East by undergrounding utilities and the street tree planting program undertaken by the Redevelopment Agency. However, no overall plan for the improvement of building facades has been accomplished, thus there are no specific guidelines established regarding what the city is trying to achieve from a design sense in the area as a whole. This area offers an opportunity to use the highway frontage orientation to promote the City's economic and design goals.

The San Rafael Canal has long been recognized as a potential community-wide asset (1974 General Plan, 1982 Recreation Element) and could provide a strong community-wide image focus. As a result of prior plans, community workshops, and State requirements for maximizing access to waterways, policies are proposed to open up views and provide public pedestrian access to the Canal. Building setbacks from the Canal are also proposed, along with design of buildings to be water oriented. Careful design of streets, driveways, and building placement are other design considerations which would help provide Canal views. The preparation of a Canal Design Plan is another important step in maximizing the potential of this unique area feature.



In summary, City policies and ordinances effectively deal with the design of individual projects but the cumulative effects of individual projects must also be considered. Projects can detract from one another by visually competing with each other and the cumulative effect of individual projects can disregard or not fully utilize important community features and assets. For the City to move ahead with improving community design, the programs which have been accomplished for Downtown need to be expanded to address important entryways to the City, major travel corridors, neighborhood linkages and waterways.

## ***Building Heights***

Citizen comments at the General Plan workshops, the existing pattern of development in the community, protecting long-range views of open hillsides, the natural slope and topography of developed areas, and the design principles in *Our Vision* create a situation where specific community building height limitations are appropriate.

A survey of existing buildings in Downtown San Rafael indicates that building heights range from one to eight stories (Court House Square building). Buildings on Fourth and "B" Streets typically have taller ceiling heights to accommodate first floor retail space. Building heights are listed for Downtown in feet, with the following reference points:

Height to railing on Highway 101	30 feet
PG&E Office Building on Brooks St.	37 feet
1 "H" Street	50 feet
Albert Building	58 feet
Courthouse Square Building	104 feet

The Downtown height limits were mapped following the *Vision's* design principles with the taller buildings clustered between the freeway and the Fourth Street Retail Core.

The tallest height limit is in the Hetherton Office district (66 feet) where office redevelopment is encouraged. The building height on Fourth Street between "D" and Lincoln, in the Lindaro Office District, and the eastern half of the Second/Third Mixed Use District is 54 feet, consistent with the intent to concentrate new development near the transit center and Highway 101. Surrounding the 54 foot center of Downtown, the height limit is 42 feet; and in the West End Village the height limit is 30 feet.

Building heights north of Puerto Suello Hill are typically three stories or less, again with notable exceptions. Two office buildings in Northgate are 6 stores (899 Northgate and 1050 Northgate). Five story buildings include the Clarion Hotel, Villa Marin, Kaiser Hospital, Equitec, and Amex near the Civic Center. Apparent heights in the northern part of San Rafael often appear higher due to their hill top locations. A proposed project with a development agreement allowing a 5 story building height is the Smith Ranch Hills Retirement project.

The proposed height limits in the General Plan refer to average height. Average height is generally measured by taking the mid-point of any change in grade for the base of the measurement and the mid-point of a gable for the top of the measurement, for a gable or pitched roof. Architectural features such as steeples, cupolas, telecommunications towers, or screens for mechanical equipment are generally not included in height calculations.

## ***Existing Policies and Procedures***

Existing policies which govern building placement and design are found in the 1974 General Plan, specific neighborhood plans, the Zoning Ordinance by district, and the Design Review Ordinance. The 1974 General Plan contained policies which: emphasized the need for new construction to harmonize with the



natural environment; established a high level of design standard within business and industrial review areas with special consideration for the visibility of each site from elsewhere in the vicinity and community; and recommended formulation of design restrictions as to views, physical appearance, height, bulk, and provision of open space areas and landscaping.

The Zoning Ordinance addresses design issues through yard, height and lot coverage requirements for each zoning district, parking requirements for specified uses, and through the design review ordinance. The range of zoning requirements for specific districts is as follows:

Requirement	Residential	Commercial
Front	15 to 25 feet	none to 25 feet
Side	3 to 15 feet	none to 25 feet
Rear	5 to 10 feet	none to 25 feet
Lot Coverage	40% to 75%	50% to 100%
Height	30 to 50 feet	30 to 50 feet

The Environmental and Design Review Ordinance specifies criteria for approval of projects subject to design review. Criteria include: competent design; preservation of landscape; relation of the proposed structure to the site; relationship of the site to the neighborhood; materials and colors used; walls fences and screening; surface drainage; circulation; signs; lighting; and landscaping. The City's advisory body for design review permits is the Design Review Board consisting of 5 members appointed by the City Council.

### ***Unique Design Opportunities and Special Concerns***

1. Bay/Canal views from I-580, Highway 101 (North San Rafael/South San Rafael) and Point San Pedro Road
2. Views of wooded hillsides and Mount Tamalpais from Downtown
3. Improvement of underutilized or degraded resources, such as the San Rafael Canal from San Rafael Bay to Irwin Street , San Rafael Creek from Irwin Street to Albert Park and portions of the Creek from Albert Park to Fourth Street
4. Other drainage features with potential for enhancement of wildlife, aesthetic, or flood control values
5. Major streets or areas which should be considered for special design, setback and landscape requirements
  - a. Highway 101 Frontage - Francisco Boulevard East & West
  - b. Highway I-580 Frontage - Francisco Boulevard East
  - c. Andersen Drive Extension
  - d. Fourth Street
  - e. "B" Street
  - f. McInnis Parkway
  - g. Northwestern Pacific Railroad Right-of-way Future Transitway
6. Design Opportunity Sites (sites which because of size and/or setting provide significant opportunity for establishing good design)
  - a. PG&E
  - b. Gary Place
  - c. San Quentin Ridge

- d. Silveira/St. Vincent's
- e. Daphne/Bacciocco
- f. San Quentin Landfill
- g. Montecito Shopping Center
- h. Civic Center North Hotel
- i. San Rafael Rock Quarry

7. Historic Landmarks

- a. Mission San Rafael
- b. Civic Center
- c. Falkirk
- d. San Rafael Improvement Club
- e. Dominican College
- f. McNear's Barn
- g. Other sites as noted in the City's Historic Inventory located in the San Rafael Planning Department

8. Protection of existing neighborhood character through establishment of improved design standards regarding yard areas, compatibility with existing neighborhood design, etc.

## ECONOMICS

The economy of San Rafael is best seen in the context of its economic role in Marin County. The county has very little manufacturing and other industrial employment; neither does the City of San Rafael. A significant amount of the county's economic base is office use, particularly insurance. The City has a significant number of people employed by insurance companies.

Yet, San Rafael is different from the county in an important way. While the county is essentially a suburban economy, San Rafael is an urban place. It is the center of activity for the firms that serve Marin residents and businesses. It is the only city in Marin not to have its employed residents significantly outnumber local jobs.

Historically, the economic and fiscal health of the City has not been dependent to a significant degree on a major policy effort on the part of the City. However, with reduced property tax levels, reductions in state and federal funds, and added retail development in other areas of the county, the City now needs to take a more proactive role. This approach was one of the major recommendations of the various economic consultants at a special study session held by the City Council in November, 1985 on "Preserving Quality of Life in San Rafael: The Role of Economic Development". In addition, the age and condition of the City's infrastructure (streets, flood protection, sewers) will create significant maintenance and capital costs for the City in coming years. All of these conditions will make it critical for the City to have an economic plan for the future.

### ***Retail***

Retail and service activities are very important components of San Rafael's economy. Not only do these sectors provide a large number of jobs, but retail sales taxes account for two-thirds of the City's tax revenues, and about 45% of total revenues. Because of the sales tax, sites with retail activities usually contribute more than double the revenues as non-retail sites. San Rafael has been the dominant center of retail sales in Marin County. The city's taxable sales per household are more than twice that of the

county and the state. Over the last 15 years San Rafael's taxable sales per household has grown three times as fast as the state average and somewhat faster than the county as a whole.

General merchandise and apparel stores are considered the most desirable retail activity. San Rafael has enjoyed a very favorable situation, with apparel and general merchandise sales per household three times that of the county. The recently opened Village center in Corte Madera has been capturing some sales that would otherwise have occurred in San Rafael stores. Corte Madera Town Centre will soon be in full operation. It is too early to tell the total losses that will be sustained by San Rafael stores, but it is clear that even their best efforts will not be able to prevent some loss of sales.

The proposed Hahn Center in Novato is currently stalled, apparently because there has not been a commitment from Macy's. Macy's has indicated to San Rafael representatives that they will maintain their downtown San Rafael location. If the Novato center is built and Macy's were to move its San Rafael downtown store, San Rafael would suffer a double blow. The Macy's store is currently the primary draw bringing shoppers downtown and a Novato center would compete with the Northgate Center for sales to north county residents. It is important that the City understand the needs of the Macy's store and seek to provide an environment that allows it to continue to be successful.

Other retail segments of San Rafael's economy are also strong. Food stores and eating and drinking places both show per household sales significantly above that of Marin. Even more impressive, however, are home furnishing, building materials and automobiles. All three sectors show per household sales at least three times that of the county. The City has strong advantages in these sectors of the economy. It has the central location, it has been the historical center of such activities and there is no other strong competitor. If the city plans well, it can maintain and enhance its strong retail position in these sectors.

### ***Neighborhood Convenience Retail***

With regard to convenience shopping, the majority of the City is well served by its neighborhood stores. However, the City should strive to make the neighborhood convenience centers function more effectively in some neighborhoods. The Montecito Center is in poor operating condition. It requires replanning and a significant infusion of capital to make it worthy of its favorable site. The Point San Pedro area and the East San Rafael centers, in particular, are not having the success in serving their neighborhoods that would be in the interests of both the neighborhoods and the centers.

The existing Safeway site is the only site in the Downtown area that serves neighborhood convenience needs. The problem facing the area is that there are no obvious alternative sites that can serve Downtown and the Gerstle Park neighborhoods. Several factors should be considered if the expansion of the existing Safeway site occurs: (a) desire for visibility from Second Street, although the "Flatiron" building should be preserved since it is historically significant; (b) redesign of the existing Safeway building as an attractive transition between Downtown and the Gerstle Park neighborhood and Albert Park; (c) "Neighborhood Commercial" uses have lower FARs (typically around .32) than other uses found in Downtown to provide sufficient parking, which is generally about five times the space of the building, thus a good portion of the expansion area will be required for parking; and (d) the properties to the north of the existing Safeway site are within the Parking District and have a proposed FAR in the draft General Plan of 0.7, which may also allow an economic justification for decked parking. A mixed use project at this site may be possible.

The Loch Lomond store has a superior location, but its image is not consistent with its service area. Investment is needed to provide a larger, more attractive facility, either by itself in an attractively landscaped setting or integrated into a mixed use complex including the marina.



The size of the East San Rafael Neighborhood Shopping center (Lee's Market) is inadequate to serve the community if a large majority of residents choose to patronize the center. On the other hand, the center is currently underutilized. If the market conditions become such that the demand creates the need for a larger center, it is probably in the City's interest to have the Redevelopment Agency assist as necessary in making an enlargement of the shopping center possible.

The projected new residential construction will provide additional potential demand in East San Rafael. One possible way to serve this demand would be to provide another small store in the eastern portion of the area. Advantages to this alternative would be convenient shopping provided for that portion of East San Rafael and the market's ability to match its image with that portion of the East San Rafael area. Disadvantages would be the small size of the facility (thus two inadequate centers rather than one full service center) and the contribution towards an identity separate from the older portion of East San Rafael. An alternative solution is to plan for the enlargement of the present center. The challenge of this approach is to attract a higher level of patronage from the community.

Two areas with opportunity for neighborhood convenience retail development are the Northgate East/Santa Venetia and St. Vincent's/Silveira areas. The northern portion of Northgate East and the St. Vincent's/Silveira site could each be the location of a center. The centers would be modest-average in size. If one center served both areas it could be a large convenience center. The St. Vincent's/Silveira center should be centrally sited, as much as possible, along the principal artery connecting the neighborhood to Downtown and in such a way as to provide a focus for the neighborhood.

### ***Options for Downtown***

The 1988 San Rafael General Plan considered five options for economic development Downtown, and determined that the regional sales and service emphasis was most appropriate. An implementing program called for preparation of a Downtown Plan, and in 1990, the City embarked on a process that resulted in *Our Vision Of Downtown San Rafael*, which was accepted by the City Council in May, 1993. *Our Vision* is a consensus description of the desired future of Downtown San Rafael created by the efforts of a citizens group and the participation of over 500 people. After acceptance of *Our Vision*, the City used it as the basis for an update to the General Plan and Zoning Ordinance for Downtown adopted in 1995.

In developing *Our Vision*, it became clear that the traditional role of downtowns throughout the country as dominant retail centers no longer exists. This function has been taken over by shopping centers and big box retailers. Today, successful downtowns develop their own special market niche.

Downtown's special niche is being the heart and gathering place of San Rafael, the place where people work, shop, live, recreate and come together as a community. Our economic goal is to foster and further develop this identity and function and to support each economic element of our economic base. Downtown has a strong economic base consisting with three main mutually supportive elements: retail, office and service uses. Office activities and service uses generate an employment and client base to support retail uses. Retail activities in turn create the lively atmosphere and urban character that attract business, financial and service activities. Entertainment, culture and community events are a growing element of the economic base and draw an evening and weekend clientele. These activities are attended by the community at large and contribute to the gathering place character of Downtown and express community unity. Residential use is another aspect of the economic base; people living Downtown support the shopping, working and recreating activities.

*Our Vision* recognized that several overall actions need to be taken as well as specific actions for each of the economic base elements. Overall, a spirit of cooperation and partnership needs to be developed between government, private industry and the public. Downtown improvement and enhancement requires the action and support of each of these important players. Downtown's urban development pattern must be recognized, and suburban development parameters must be replaced with flexible and creative solutions. Change Downtown should be evaluated for conformance with identified community values.



In terms of sector specific actions, retail areas need vigorous marketing and management efforts. Specialty retail, food and entertainment uses are concentrated in the Fourth Street Retail Core, which has a pedestrian shopping atmosphere. High intensity, high customer uses should be directed to this area. Smaller scale and intensity specialty stores, which tend to serve a more local clientele, locate in the West End Village. The Second/Third Street Mixed Use Corridor should capitalize on its unique opportunities for auto-oriented uses associated with high volume traffic arterials.

Support for office uses involves the upgrading of the retail sector which provides the pleasant urban character and context for quality office tenants. With the current lack of activity in new office development, sites need to be reserved for future office activity. Hetherton Office is an area for future office development around the future transitway. The Lindero Office District, including the vacant PG&E site, is designated for primarily office, or non-retail, uses. *Our Vision* determined that a major concentration of high quality office development on this site would add substantial shopper activity to the Fourth Street Core District and enhance Downtown's economic vitality.

Cultural and entertainment activities draw many people Downtown. Supporting and enhancing these activities involve expanding and protecting the many cultural facilities that are currently located Downtown, especially in the Fifth/Mission District, and being open to new activities and ideas as they arise.

Housing is encouraged throughout Downtown. Mixed use, affordable and market rate units, both rental and owner occupied developments, are welcomed. Support for this use consists of development standards and density which reflect the urban and infill situation which exists Downtown.

## ***Other Areas***

### ***Francisco Boulevard West***

The Francisco Boulevard West area is an important opportunity area for the City. Many of the present uses depend on inexpensive land. The land is now (and will be even more in the future) worth more for new development than for many of its present land uses. Part of the land use evaluation for this area is the determination of whether the City wishes to protect present uses, some of which provide significant sales tax revenue and which provide important service uses to county residents and businesses. The General Plan proposes to preserve the area's industrial character, except along the Highway 101 frontage, where redevelopment with specialty retail uses is proposed.

### ***St. Vincent's/Silveira***

The largely undeveloped St. Vincent's/Silveira area east of Highway 101 and north of the existing City limits provides an opportunity for the City to identify the type of development appropriate for the area. Either residential or office uses would appear to be fiscally beneficial, in that revenues would moderately exceed City service costs. One economic alternative considered was predominantly residential development, primarily because of the need for housing and the desire of the City to slow the trend to an increasingly unbalanced City, where jobs would far exceed the number of employed residents. Another alternative evaluated was a more intensive development brought about by the addition of office and industrial uses in addition to the residential. The more intensive development would yield a moderately larger fiscal surplus, though not to the extent that it would appear to be a critical factor in the choice of appropriate land use.

## ***Auto Center***

One or more auto centers are being considered. Auto sales are an important component of San Rafael's economy. Auto centers are the future in automobile marketing and the City should encourage San Rafael auto dealers not to continue to operate in isolated locations while a nearby city develops an automobile center. Additionally, many of the auto dealers in San Rafael are currently located in undersized facilities; their sales could be enhanced if they operated out of properly sized, modern dealerships.

## ***Canal Land Uses/Maritime***

San Rafael's 1974 General Plan recognized the Canal as a community-wide asset and discussed "making the Canal a predominantly water-oriented recreational or open space use area". Lands adjacent to the Canal were designated in the 1974 General Plan as a "Water Oriented Review Area". "Water oriented" was subsequently defined in the City's 1984 Recreation Element as being restaurants, shopping plazas with pedestrian access along the waterfront, marinas, parks, motels and boating and fishing related commercial uses: uses which either are water frontage dependent or which will attract people to the waterfront. This definition is retained in the General Plan for "Marine-Related" uses. The designation applies only to potential redevelopment areas along the Canal between approximately Harbor Street and Grand Avenue. Given the extensive amount of existing residential uses along the Canal, and the typical incompatibility of residential uses with waterfront public access and marine related industry, residential uses are not proposed in the very limited "Marine-Related" land use designation.

Water dependent industry needs have been a major consideration in planning future land uses along the Canal. The City of San Rafael has traditionally been a location of maritime activities; these uses are concentrated along the Canal in a small area between Bay and Harbor Streets. Water dependent industry in 1986 included eight boat repair facilities, six with haul outs, facilities which serve up to 1,800 North Bay boats. Six yacht brokerage businesses and four "for hire" commercial fishing enterprises were also located on the Canal, as well as four marinas berthing approximately 700 boats. Additionally, although they do not absolutely require a waterfront location, most marine related businesses (including boat storage, boat repair uses without haul out capabilities and retail marine shops) were located near the water on Third Street and Point San Pedro Road, Bay Street, Harbor Street and Canal Street. Merchants representing eleven maritime service firms were interviewed by the City's economic consultant. The repair and supply firms reported business to be stable or growing modestly; yacht brokers reported that business was excellent. Nine of the firms (80%) had been in business for 15 or more years in San Rafael.

Marine businesses are important to maintain because of the convenient service they provide to area boaters and because, in their own way, they contribute to the water orientation "atmosphere" of the Canal area. Such uses may also lend support for non-local funding of Canal dredging. While it is questionable that maintaining existing commercial marine uses would qualify the Canal for future Army Corps dredging, a reduction in commercial, water related businesses would decrease the chances for additional federal dredging funds.

In the past maritime activities have been able to find space easily; there has been little pressure from other uses. With land for development becoming increasingly scarce, however, proposals for redevelopment of land along the San Rafael Canal area are likely over the next decade. It is doubtful that maritime uses will be able to pay the land values new non-maritime development can afford. The City could thus see a large share of its present maritime service firms, having been in operation for an average of over 15 years, forced out of the City in a relatively short period of time. For this reason, a protective marine dependent business area is proposed in the small area with concentrations of existing marine businesses. Other marine-related uses would not be allowed in this area. Policies promoting maximum public access along the waterfront may also not be compatible with water frontage dependent industrial or service uses. Boat repair uses with haul outs need secure waterfront access; public access in some cases may need to be routed around such businesses.



A further land use issue pertaining to the Canal has been resolution of Allardt's Canal title claims. For many years the City has been working with the State to resolve title problems in the area between Grand Avenue and the Marin Yacht Club that resulted from the realignment of the historic Allardt's Canal so that property owners in the area could receive clear title to their property. Resolution of title claims increases the marketability and desirability of property along the Canal and increases the potential for redevelopment in the area. Without a specifically identified site suitable for public trust funds, plans to resolve State title claims through payment of fees has been difficult. In 1985, State Lands Commission staff agreed that State claims to the historic Canal waterway could be cleared by monetary settlements used for purchase of the Stowaway/Holiday Magic site, or other (unspecified) lands which would meet criteria for regional public recreation use. The staff agreement to a specific procedure for handling resolution of title claims to the historic waterway is a major step forward. The General Plan, for this and other reasons identified in the Recreation Background, therefore proposes park uses at the end of Canal and Harbor Streets (Stowaway/Holiday Magic site/Dave's Boat Repair site), with marine dependent business uses being the underlying land use designation. The proposed park is to be water oriented and contain marine business franchises.

## **SPHERE OF INFLUENCE/URBAN SERVICE AREA**

Included in the San Rafael Planning Area is the San Rafael Sphere of Influence as defined by the Marin County Local Agency Formation Commission (LAFCO). LAFCO's board must approve annexation and public agency reorganization requests. The agency's purpose is to promote the logical and orderly development and coordination of local governmental agencies to provide for the present and future needs of the county and its communities. To accomplish this purpose, LAFCO has adopted Spheres of Influence (SOI) for each local governmental agency within the county. Subsequent annexation or reorganization requests must be consistent with these policies. The Sphere of Influence is the area for the probable ultimate physical boundaries and service area of a local governmental agency, as defined in the California Government Code §54774. Within the Sphere of Influence, Urban Service Areas (USA) may also be designated to identify how growth and the extension of services will be phased within the ultimate service area boundary. The Urban Service Area defines the area within the Sphere of Influence which represent a logical, orderly expansion of urban development patterns and extension of city services, given fiscal considerations over the next five years.

In 1972, LAFCO adopted a Sphere of Influence boundary for San Rafael consistent with the City's Planning Area boundary. The SOI includes unincorporated, developed areas surrounded by the City: California Park, Country Club, Bayside Acres and Los Ranchitos; unincorporated areas on the Sun Valley slope; China Camp State Park; the Santa Venetia area; the Marinwood and Lucas Valley area (developed and undeveloped portions); and the major part of the undeveloped St. Vincent's and Silveira properties.

In 1982, LAFCO, City and County staff prepared a more detailed Sphere of Influence Study for San Rafael which identified Urban Service Areas within the SOI. This study formed the basis for the Countywide Plan's policies for growth and annexation around San Rafael. The County and LAFCO adopted these policies. The City later adopted somewhat more specific Sphere of Influence/Urban Service Area policies, basing its Urban Service Area recommendations on cost/benefit analyses prepared in 1982. The Urban Service Area designations have been reviewed and updated in accordance with revised General Plan cost and revenue projections for growth.

The 1982 Sphere of Influence study adopted by the City recommended that annexations of developed areas surrounded by the City (or County islands) be primarily dependent on resident interest. However, for these and all other unincorporated areas, the City would conduct detailed financial analyses for each area prior to consideration of a particular annexation request.

The San Rafael Rock Quarry area was recommended to be annexed prior to its development. In accordance with the Peacock Gap Neighborhood Plan, quarry development was not expected to occur within a 10-year time frame and was, therefore, not included in the City's short term Urban Service Area. The parcel continues to be excluded from the General Plan USA for the same reason. China Camp Park and other public San Pedro Peninsula open space were not recommended for annexation to the City since they will not require urban services. Santa Venetia was not recommended for inclusion within the City's urban service area because of high costs to the City to upgrade streets, utilities and drainage facilities. These recommendations are also carried forward in General Plan policy.

The St. Vincent's and Silveira properties in north San Rafael were recommended to be included in the Urban Service Area. Annexation was recommended to occur prior to development of the area.

Marinwood/Lucas Valley and the undeveloped Gallinas Ranch property were recommended for annexation only if residents desired annexation, and only if the City were to provide all services currently provided by the Marinwood Community Services District. The Daphne property recommendations were dependent on the outcome of the North San Rafael Policy Plan which was never finalized. The General Plan recommends that property's inclusion in the City's urban service area and annexation to assure completion of needed Highway 101 interchange improvements. The County General Plan also includes the Daphne property within the City's Urban Service Area.

The Grady/Big Rock and Luiz-South properties in the northwest portion of the Planning Area were recommended to be excluded from the 1992 Urban Service Area, as their development would be "premature" prior to development of closer-in properties. The report noted that if the Marinwood and Upper Lucas Valley neighborhoods were annexed, annexation of Grady/Big Rock and Luiz-South could eventually be considered for annexation. If Marinwood/Lucas Valley were not annexed, annexation of these properties to the City would continue to be considered premature since extension of services would not be cost efficient.

Annexation of the Sun Valley Slope-West was considered to have no significant impact on the City and was therefore recommended to be included in the City's Urban Service Area. When the Sun Valley Slope parcels were recently purchased for open space, however, they were not annexed because they would not require urban services.

## **SERVICES AND FACILITIES**

### ***Fire***

Fire services in the San Rafael Planning Area are provided by the City of San Rafael, the County of Marin, the Marinwood Community Services District and the California Division of Forestry (in China Camp Park). The City Fire Department provides primary fire protection to the unincorporated areas of Country Club, Bayside Acres, Los Ranchitos, the small area adjacent to the Mount Tamalpais Cemetery in Sun Valley, California Park and Santa Venetia through County Service Area 19. Additionally, the various fire departments have joint powers agreements and standard mutual aid agreements which minimize response time in fire emergencies. The San Rafael Fire Department also provides paramedic services under a joint powers agreement to the entire Planning Area.

The City contains three primary growth areas: St. Vincent's/Silveira, Northgate East and East San Rafael. In the St. Vincent's/Silveira area, prior North San Rafael planning documents identified a need for additional fire personnel if the area was annexed and fully developed. In all development alternatives proposed, it was estimated that up to three additional fire fighters and an additional Fire Prevention officer would be needed. Previous St. Vincent's/Silveira land use alternatives included a significant range of growth, thus, these fire personnel requirements continue to be valid. However, the Fire Chief states that



the additional Fire Prevention Officer is expected to be needed in the near future with any new commercial growth. Depending on the amount and type of development ultimately occurring in the St. Vincent's/Silveira area, an additional paramedic unit stationed north of Puerto Suello Hill may also eventually be needed.

The Fire Department has also examined fire station sites in relation to response times. Based on this analysis, the Fire Chief has noted the need to move the City fire station at Joseph Court further north toward Smith Ranch Road. By shifting this station location, the department could adequately serve undeveloped land in the St. Vincent's/Silveira area, Northgate East and Marinwood as well as existing development.

In East San Rafael, the existing fire station will adequately serve additional development, however, the large amount of existing and proposed commercial development will create additional fire prevention and inspection responsibilities. Fire prevention and inspection ensures that fire standards are met for the new businesses when changes in occupancy of commercial buildings occur and that there is proper storage and use of hazardous materials. Growth in Peacock Gap and other infill development is not expected to increase fire personnel or facilities needs.

## **Police**

Police protection and traffic enforcement are provided by the City of San Rafael for all areas of the City. In unincorporated areas, the County Sheriff's Department provides law enforcement and the California Highway Patrol provides traffic enforcement. The Police Department provides services from the central station at City Hall. There has been discussion regarding the need for a police facility located in the northern portion of the City. Its purpose would be to serve as a resource for police officers working in the northern area, however, there would not be a decentralization of police administrative functions.

Police services are provided with field patrols organized on a geographical beat basis and other specific functions organized on a citywide basis. Citywide services include crime prevention, investigations, regulatory, youth and traffic. All except the last service could be expected to increase moderately with growth in the City, all other considerations being equal. Traffic related problems are the Department's biggest problem and have increased at a rate faster than the pace of growth.

People in San Rafael are generally satisfied with the level of police services they currently receive, according to resident surveys and comments at General Plan workshops. Maintaining adequate levels of service is important as the city grows. Planning Area development will create additional demand for police services. For example, in East San Rafael, more than 6,000 jobs and 1,200 residential units are ultimately possible. Police Department staff noted in East San Rafael planning studies that service calls in the area are currently very high for one beat and that additional development would eventually require additional personnel. An additional police beat serving the area would have the added advantage of providing rapid response times during peak traffic periods and would free up the back-up patrol units in other parts of the City. In 1982, Police Department staff also estimated that an additional police beat would be needed to serve the very large amount of development proposed in draft North San Rafael Policy Plan alternatives for the St. Vincent's/Silveira properties.

Since the North San Rafael and East San Rafael draft plans were completed, the Police Department has received a grant to analyze ways to restructure the department to most efficiently provide and maintain services in the City. In July, 1986, work started on this 18 month Workload and Personnel Allocation Study. The study will examine numbers, types and locations of calls for service, response times, types of uses generating calls, etc. The study will analyze whether officers need to respond to all calls, whether there are aides that can do so, whether forms can be mailed to people, etc. The study will also review all services the Department currently provides, such as youth counseling and crime prevention, and how they help reduce crime or opportunities for crime. The results of the study will indicate how patrol areas might

be rearranged, or staffing restructured or augmented to most efficiently deploy officers throughout the city as it grows, and make other recommendations. Statistics from this analysis will provide better information to document and project staffing needs.

## ***Library***

The City of San Rafael currently has one public library located at 1100 E Street, between Fifth and Mission Avenues. The building was constructed in 1908 with subsequent additions in 1960 and 1975. Present gross square footage of the two-floor building is 13,500 square feet, with the additions accounting for over half of this space.

In the recent General Plan Community Survey, the library was identified as one of the ten favorite places in the City. The library is well attended with 34% of all City residents using the library at least once a month and 67% of all residents using the library at least once a year. In addition, survey results indicate that there is a high willingness to pay for additional library facilities and services by the community.

With a high demand for and extensive use of library services, the existing facility has run out of space to adequately house collections, users, services and staff. Currently, the existing building contains one-quarter or less of the space which should be available for a contemporary library serving a population of the size and character of that living in San Rafael. In addition to the lack of space, there are other deficiencies with the building itself. It lacks visibility because of its distance from Fourth Street, the main commercial thoroughfare. It is also not centrally located, making access difficult for citizens north of Puerto Suello Hill or even in East San Rafael.

Future consideration should be given to establishing an expanded City facility near the library's present location. In addition, once this has occurred, expansion of branch library services should be considered in more remote and heavily populated areas, such as Terra Linda and East San Rafael, since San Rafael covers such a large area and the geography of the City poses access difficulties. Although there is a county library located at the Civic Center, service is limited, and County library studies have recommended improvement of this facility.

## ***Schools***

### ***Background***

There are three public school districts (Dixie Elementary, San Rafael Elementary and San Rafael High School Districts) in the San Rafael Planning Area. About 30% of households in the Planning Area have school age children and, of these, about one-third are in private schools. Total public school enrollment in 1985 was 5,858 students. Over the past ten years enrollment has decreased 48%. Since 1970, sixteen schools have been closed or merged with other schools as a result of declining student enrollment. While two school sites in the San Rafael Elementary School District have been sold for development, most closed school sites are still owned by the three districts. No additional elementary or middle schools are expected to be closed over the next ten years; whether one of the two high schools will ever be closed is still undecided.

Information from the County Office of Education in 1984 states that the racial background of students in San Rafael is predominately Caucasian, as follows: 83.1% Caucasian; 7.1% Asian; 5.9% Hispanic; 3.4% Black; 0.3% Filipino; and 0.2% American Indian. In 1986, the ethnic background of San Rafael Elementary School District students was as follows: 65% Caucasian, 11% Asian; 16% Hispanic and 7% Black. Three elementary schools (Bahia Vista, Coleman and Gallinas) have experienced recent increases in the



number of minority students, giving them a higher percentage of minority students than other schools in the city.

In addition to the 13 public schools, there are also eleven private schools in the San Rafael Planning Area. All of these are elementary schools except for the Marin Academy High School and Dominican College. The total private school enrollment (excluding Dominican College) for the 1985/86 school year was 1,582 students. Enrollments, at least in the larger schools, have not changed significantly in the past five years. Some of the private schools such as St. Marks School which leases the Mary Silveira School site, lease space from the school districts.

Dominican College has a total enrollment of 730 students. The enrollment has remained stable for the last ten years. The college's enrollment capacity is currently 830 students. Presently, Dominican College has 54+ acres of undeveloped land. Some of this land is located in Forest Meadows, and some is located on fairly steep hillsides that are not easily developed. The College is working on a long range Master Plan for the facility and property .

### *Projections/Capacity*

School staffs conclude that major declines in elementary student enrollments have stabilized and are once again on the increase. The Dixie School District projects that elementary school enrollments will increase about 14 % over the next five years, although Dixie expects a continuing decline in middle school enrollment. A November 1986 San Rafael School District report projects a 20% increase in elementary school enrollment over the next five years, in some areas due to an influx of larger families. The San Rafael School District's middle school enrollment is also projected to increase more than 10%. However, high school district enrollments are expected to continue to decline into the 1990's.

The Dixie School Districts' administrators in mid-1986 concluded that they could handle the projected student enrollments over the next five years without reopening any closed schools. San Rafael School District administrators, as part of its long range planning to meet future education needs, are currently evaluating alternatives to handle increases in elementary school enrollments. Alternatives include possibly reopening one closed school, intradistrict boundary realignments, use of portable classroom additions and other changes to the classroom arrangements at individual schools.

City staff estimates that a maximum of approximately 10,000 new residential units could be constructed before residential buildout is complete in the San Rafael Planning Area. (Buildout may be beyond the time frame of the plan). Construction of these units could have a significant impact on school enrollments. Depending on the location, timing of development and type of unit constructed, currently closed schools may need to be re-opened, intradistrict boundaries realigned, or other alternatives implemented. The following is an impact analysis of the schools currently in operation and needs for additional space.

1. **San Rafael Elementary School District.** The San Rafael Elementary School District provides elementary school service for residents south of Puerto Suella Hill, Santa Venetia and other areas of northeast San Rafael. Currently, five elementary schools and one middle school are in operation; however, the District still owns six closed school sites. Maximum school capacities were calculated by the total number of classrooms in each school multiplied by 25 ( the maximum number of students/ teacher allowed by the 1986 District/teacher contract). However, many classrooms are currently leased to other agencies for child care and special education programs or used for specialized needs such as computer classrooms and bilingual programs. If these classrooms are subtracted from the classroom totals, schools capacities are significantly reduced. (See chart on next page.)



# SAN RAFAEL ELEMENTARY SCHOOL DISTRICT

	BAHIA VISTA	COLEMAN	SUN VALLEY	GLENWOOD	GALLINAS
Total Classrooms	17	17	14	13	27
Tot. Student Capacity at 25 students/room	<u>425</u>	<u>425</u>	<u>350</u>	<u>325</u>	<u>675</u>
(less) leased classrooms	2 (day care)	1 (spec. ed.)	1 (day care)	1 (day care)	10 (6 spec. ed., 1 day care, 3 other)
(less) specialized needs	1 (bilingual)	3 (bilingual, computer, res. spec.)	2 (bilingual, res. spec.)	0	1 (bilingual, res. spec.)
Gen. classrooms avail.	14	13	11	12	16
Avail. Student Capacity @ 25/rm	<u>350</u>	<u>325</u>	<u>275</u>	<u>300</u>	<u>400</u>
1985-86 enrollment	<u>354</u>	<u>338</u>	<u>277</u>	<u>281</u>	<u>250</u>
A. School Dist. Student projections <u>to 1992</u> based on 1 & 3 yr. Avg.*	+139-252	+7-31	+3-40	+90-92	+112-197
B. GP projections of add'l students due to <u>ultimate</u> future res. growth by existing elem. boundaries*	+90-125	+50-75	+25-35	+20-30	+75-100

\*A and B are generally additive and are based on different methodologies. Method A is based on Kindergarten enrollments (derived from Marin County births) distributed to each school based on each school's previous 3 year average kindergarten enrollment compared to total district kindergarten enrollment and then projected through the higher grades based on each school's previous 3 year average changes in enrollment. Method B is based on 1983-1985 K-5 and 6-8 student per unit ratios X the estimated number of potential additional units in the elementary school service area. B. provides generalized estimates where long term student increases may occur from new development assuming current attendance boundaries.

Four of the five open elementary schools, which are all of those located south of Puerto Suello Hill, are currently fully utilized. All of the existing schools are expected to gain students through stabilizing/increasing birth rates and future development. Three of these elementary schools are expected to experience significant increases in enrollment over the next five years: Bahia Vista, Glenwood and Gallinas Schools. Davidson Middle School is also currently operating at capacity and is expected to gain students.

District administrators are currently evaluating several alternatives to handle these projected enrollment increases, including reopening closed schools, using currently leased classrooms, realigning intradistrict boundaries, locating additional portable or permanent classrooms at schools, etc.

**Bahia Vista School.** In 1985-86, Bahia Vista School in East San Rafael was utilizing its 425 student capacity with 354 students, 2 classrooms leased for day care programs and one used for a bilingual program. District projections are for 139-252 additional students by 1992. These projections indicate that even if the day care programs are moved to a different site, the school will still have to accommodate many students above its capacity. Bahia Vista is now the only school in or in proximity to East San Rafael. It is possible that rapid new residential development in East San Rafael could have an additional impact on Bahia Vista Elementary School; however, this would depend on the type of units constructed. If new units constructed are more expensive condominiums, fewer children would be expected than if more affordable apartments are constructed. The recent Spinnaker Point development, for example, contributes very few students to the school.

**Coleman.** In 1985-86, Coleman School, located adjacent to Dominican College, was utilizing its 425 student capacity with 338 students, a County special education program, and use of 3 classrooms for a bilingual program, a computer program and a resource specialist. Coleman School currently serves students in the Dominican area as well as students from parts of California Park, Bret Harte, and Gerstle Park. The School District projects nominal increases in students to 1992. New development in this school's service area could ultimately generate 50-75 new students. Any enrollment increases would necessitate use of leased classrooms or other alternatives.

**Sun Valley.** Sun Valley School, located in the Sun Valley neighborhood, has a maximum capacity of 350 students. 1985-86 enrollment was 277 students; however, the school was fully utilized with one classroom leased by the County for day care services and 2 classrooms used for specialized programs: an art program and a resource specialist. This school serves students from the Sun Valley and West End Neighborhoods as well as students in part of the Gerstle Park, Downtown, and Fairhills Neighborhoods. The School District projects nominal increases in enrollment to 1992, and future development potential due to growth for the current service area is relatively limited. Still, nearly any enrollment increases will necessitate use of leased classrooms or other alternatives.

**Glenwood.** Glenwood School, located in Peacock Gap, has a maximum capacity of 325 students; 1985-86 enrollment was 281. One classroom is leased for City day care service, leaving space for approximately 20 additional students. Projected increases in District enrollment by 1992 would exceed that limited remaining capacity and would require additional classroom space.

**Gallinas.** Gallinas School, located on North San Pedro Road near the Civic Center, has a maximum capacity of 756 students. In 1986, ten classrooms (280 students) were leased for other educational services, primarily county special education programs and 1 classroom was used for special needs programs. 1985-6 enrollment was 250 students or 150 below the school's available classroom capacity. The District projects an additional 110-200 students in this area within the next five years, and potential long term increases due to new development in this school's enrollment area are also significant. The school's capacity may be exceeded.

**Davidson Middle School.** The Davidson Middle School is the only middle school south of Puerto Suello Hill. In 1985-86, it was operating at its 812 student capacity. The School District projects about 100 additional students at Davidson by 1992 and 150-200 additional students are projected from long term new development. Additional classroom space is needed.

2. **San Rafael High School District.** There are two high schools in the district: San Rafael High School and Terra Linda High School. San Rafael High School provides education for students south of Puerto Suello Hill and Terra Linda High provides education for students north of Puerto Suello Hill. San Rafael High School District projects a decrease of 600 in high school enrollments to 1992.



Additional high school students from long term projected growth will require no additional high school facilities if both high schools remain open.

**Terra Linda High School.** The maximum capacity of Terra Linda High School is 2050 students. The 1985-86 enrollment was approximately 1,100 students. A continuing decline in enrollment to only 550 students in 1992 is projected by the District. Ultimate future development could generate up to 725 additional students, using existing student per household ratios, which would help bolster declining enrollments. This figure would be well below the school's maximum capacity. Part of the school was leased in 1986 to the County Office of Education, reducing the school's capacity by approximately 500 students.

**San Rafael High School.** The maximum capacity of San Rafael High School is 2,250. The 1985-86 enrollment was approximately 1,160 students; the District projects continuing declines in enrollment to 900 students by 1992. Future development could generate an additional 330 new students which would still allow the school to operate well below its maximum capacity.

**Madrone High School.** Madrone is the continuation high school for the San Rafael High School District. Although the capacity of the school is higher, average enrollment in 1985-86 was approximately 60 students. Madrone is located at the former Laurel Dell Intermediate School next to Davidson Middle School.

3. **Dixie School District.** The Dixie School District provides elementary and intermediate education for students living generally north of Puerto Suello Hill and Santa Venetia. In 1986, 2 elementary schools and 1 middle school were in operation. The district leases five closed school sites. Although the state standard is 28 students per classroom, school district schools capacities have been calculated based on Dixie School District's standard of 23 students per class for the elementary schools and 20 students per class for the middle school. The elementary schools are expected to gain enrollment in the near term while the middle school is expected to gain enrollment in the 1990s. District administrators expect to be able to accommodate short term growth in existing schools. Long term growth may necessitate reopening schools or other alternatives. A .095 - .126 K-5 student per unit ratio and .055 - .074 middle school student per unit ratio (based on the 1983 - 1985 student enrollments) were used to estimate future enrollments from additional development.

**Vallecito.** Vallecito School, serving K-5 students south of Lucas Valley Road, has a maximum capacity of 576 students. 1985-86 enrollment was 346 students. The School District projects an increase to 395 students by 1991. Future development in the current service area could generate an additional 85-110 new students. Given this projection, Vallecito will continue to operate below maximum capacity.

**Dixie.** Dixie School, which serves K-5 students north of Lucas Valley Road, has a capacity of 368 students. In 1985-86, the school was operating near capacity with an enrollment of 344 students; Dixie School District projects increasing enrollments to nearly 400 students by 1991. It is estimated that an additional 400-500 K-5 students could be generated through future new development in Marinwood and in the St. Vincent's/Silveira area, although timing of ultimate development may be beyond the year 2000. Most of this new long term development will occur on St. Vincent's/Silveira. Based on this projection, one of the currently closed schools would need to be reopened. The Mary Silveira School appears to be the most appropriate site since a large number of new students would come from development on the nearby Silveira and St. Vincent properties. Alternatively, a new school is recommended to be located in the St. Vincent's/Silveira area to eventually serve new development there, if this is economically feasible for the district.



**Miller Creek School.** The Miller Creek Middle (6-8) School has a maximum capacity of 480 students. 1985-86 enrollment was 411. The School District projects continuing declines in middle school enrollment to 322 students in 1991. Ultimate development in the District could generate up to 300-375 new students; although timing of ultimate development may be beyond the year 2000.

## ***Parks and Recreation***

In general, the City intends to maintain the same levels of service of park and recreation facilities currently found within the City as the City grows. It is the City's policy to have new development pay for park and recreation facilities to serve that development. Schools also provide important recreational facilities for the community. These issues are discussed in further detail in the Recreation Background section of the Plan.

## ***Solid Waste Disposal***

The Marin County Solid Waste Management Plan was originally adopted in 1977 and has been revised to address waste generation within the 1985 to 2000 planning period. The revised plan quantifies and projects the amount of waste generated in Marin County as well as the projected capacity of existing landfills.

The principal landfill for residential and commercial wastes generated within the San Rafael Planning Area is Redwood Sanitary Landfill located north of Novato. The projected life of this facility is estimated at ten to twenty years but it could be less if recycling goals are not met or if Redwood is not successful in securing non-local permits for expansion plans.

Although the revised plan does not propose a change from the current landfilling of wastes (to burning, for instance), the plan emphasizes the need to preserve available capacity at existing landfill sites and acknowledges the need to commence siting studies for a new landfill. Reduction of waste quantities destined for landfill is proposed to be achieved through recycling and reuse. In order to reach the 1990 recycling goals in the County, the Plan recommends establishing a position of Recycling Coordinator for the short-term planning period (1986-1990).

San Rafael plays an important role in the implementation of the goals of the Revised Solid Waste Management Plan because it is home of several solid waste management facilities, including:

1. **Marin Sanitary Service.** Marin Sanitary Service, located at 1060 Andersen Drive, provides garbage collection service to a population of approximately 80,199 in Central Marin County. It has the sole franchise for garbage collection with the City of San Rafael. Marin Sanitary Service operates a transfer station where waste from commercial collectors is taken and then hauled by transfer truck to Redwood Landfill. Private individuals have been able to use the transfer station since October 8, 1986. Marin Sanitary Service also operates a Resource Recovery and Recycling Plant adjacent to the transfer station. This facility is open to the public and functions as both a "disposal site" for Central Marin, as well as a recycling center. The facility accepts construction and demolition debris, household trash, garden debris, and rubbish. Hazardous materials and food wastes are not accepted. Non-recyclable materials are conveyed to the adjacent transfer station for transport to a landfill.
2. **Marin Recycling and Resource Recovery Association.** Marin Recycling, located at 535 Jacoby Street, provides curbside collection service for 53,210 households in Central and Southern Marin. Marin Recycling collects oil, newspaper, aluminium and tin cans, and glass. Additional activities include cordwood recovery and a pilot pork project to recover food waste.

3. **Marin Community Food Bank.** Marin Community Food Bank, located at 150 Paul Drive, functions as a clearinghouse for foods that would normally be wasted and landfilled. In 1984, about 250,000 pounds of food stuff including day-old bread, perishables approaching their pull dates, dented cans, and surplus or discontinued projects were collected from retail and wholesale establishments in Marin County and then redistributed to over 60 charitable agencies which serve more than 4,500 meals daily to Marin residents.
4. **San Quentin Disposal Site.** This former landfill site is located at 1615 Francisco Boulevard East and is adjacent to San Rafael Bay. In May, 1986, this facility accepted about 98 tons per day of Class 2 and 3 wastes including inert material (dirt, debris, etc.) and wood waste. This landfill site was filled and closed in late 1986, at which time most wastes were diverted to other facilities such as Redwood or West Contra Costa sanitary landfills.

General responsibility for the ongoing administration of the County Solid Waste Management Plan lies with the County. The Marin County Planning Department is responsible for plan updating and liaison with solid waste planning officials. Plan updating responsibilities include review of reports prepared by active disposal facilities, updating waste generation and landfill lifespan estimates, review of development proposals for fewer landfill sites, review of facility permits, and other responsibilities. The responsibility for enforcing State and local solid waste regulations lies with Marin County Department of Environmental Health Services. These responsibilities include enforcement planning and training, facility inspections, preparation of new, revised, or modified facility permits, inspection of collection vehicles, investigation of complaints regarding garbage or vectors (insects or rodents) and inspection of refuse storage areas at food and housing establishments.

### ***Mosquito Abatement***

The Marin-Sonoma Mosquito Abatement District provides mosquito and vector control throughout Marin and Sonoma counties.

### ***Water***

Marin Municipal Water District, a public utility governed by an elected Board, provides water service generally to all eastern Marin cities south of Novato. San Geronimo Valley and Hamilton Air Force Base are also included in the District. The total population in the District in 1980 was 165,000, of which the San Rafael Planning Area comprised about 35%. District facilities include six area reservoirs, two water treatment plants, storage tanks, pumps and lines. The District has used Countywide Plan population projections to develop its overall capital improvement needs and system plans.

The primary source of water for the District is rainfall stored in area reservoirs, although the District also maintains a limited line intertie with the North Marin Water District for Russian River water. The Russian River allocation provides only 5-10% of the total water supply. Area rainfall water sources are limited by water reservoir storage capacity. The total current capacity of the Water District is 80,000 acre feet. In District work prepared during late 1987, the Water District concluded that the traditional "net safe yield" (i.e., the yield which could be provided based on the drought of record with no conservation) of their system is 30,000 acre feet, although their "operational yield" (e.g., the amount which can be safely provided if 33% conservation occurs during a drought) is 35,000 acre feet annually. The net safe yield is based on the 1970's two and a half year drought, which is the drought of record. In the 1970's, the District's net safe yield was only 21,000 acre feet. Since that time, the Soulejule reservoir has been constructed and storage has been increased at Kent Reservoir.



There has been historic variation in water consumption patterns. In 1976 and 1977, water consumption dropped dramatically due to drought conditions. Annual water use remained lower than 1975 levels for several years due to individual and other conservation efforts instilled by the drought. However, since 1981, residential water usage has increased approximately 2.5 - 3.0% per year according to the Marin Municipal Water District. In 1986, total water consumption was 32,300 acre feet per year, an all time high. Residential water usage accounted for the vast majority of water consumption in the San Rafael Planning Area. Local residences consumed 24,860 acre feet of water in 1986, or 77% of total water consumption. Commercial and industrial usage amounted to 7,440 acre feet of water for 1986, or 23% of total water usage.

1986 data demonstrated that conservation techniques have not been maintained over time. Marin County residents in 1986 used 113 gallons per person per day for indoor use compared to 77-92 gallons per day as a national average for non-conserving homes. (A range of water usage data is included for the national average as it is based on water metering and may contain an error factor up to 20%). In August, 1987, total District water demand increased again to 32,800 acre feet.

Water District goals until late 1987 were to utilize water conservation techniques to reduce total water use by 15 percent (or by 4800 acre feet). The District estimated that if long term water conservation efforts were successful, it could save up to \$25 million over the next 15 years by eliminating the need for some system improvements and additional water supply construction. Even if a 15% reduction were not achieved, water conservation measures could reduce the amount of additional supply and improvements needed to serve existing and new development.

However, in 1988, the District concluded that they could not continue to rely on water conservation to meet long term water demand, and that they need additional water supplies to provide a traditional net safe yield for existing customers as well as for new development. The District has commenced work on a long range master plan and is seeking to secure water rights to an additional 10,000 acre feet. The additional 10,000 acre feet (and 1000 acre feet reclaimed water use) would provide a 41,000 acre feet "net safe yield" capacity and is about 8000 acre feet above existing demand. Of the 10,000 acre feet additional supply, about 1/3 is needed to serve existing customers and 2/3 would provide capacity for new development. This amount would be more than adequate to serve San Rafael Planning Area new development potential, which is projected to total 1570 acre feet by the year 2000 and 2650 acre feet at full development, as well as other District development potential.

The District is also seeking additional short term water supplies from the Sonoma County Water Agency while they secure long term water rights from other sources. District staff has been told that water rights are available and are for sale north of Sacramento and in the Central Valley. This water would need to be transported through a new aqueduct to a location near Black Point.

Capacity for seasonal peak demand also poses distribution system problems to the District. Water consumption nearly doubles in the summertime. The increased demand for water in the summertime, particularly during peak use hours of the day, places a strain on the system's delivery capacity. District records estimate that 50 percent of summertime use is irrigation (outdoor watering) and much of that is wasted in overwatering, overspraying and in inefficient systems. Conservation efforts would help distribution problems.

The District will continue to stress water conservation measures in new projects, with large water users, and through operations (billing, etc.). The District also plans to increase use of reclaimed water at the Las Gallinas Valley Sanitary District Plant to provide approximately 1000 acre feet of irrigation water. Third, the agency will employ dry year water conservation measures, such as alternate day watering, to reduce summer peak demand.

As part of the District's conservation efforts, a pipe rehabilitation program has been undertaken to replace old and undersized pipes which have had leakage problems. Additionally, the District has a capital



improvement program to improve the distribution system. Most recently, the District has increased water storage at the Forbes Reservoir west of downtown, which has eliminated the need to construct a tank in the Clorinda/Gerstle Park area.

Other high priority projects for the San Rafael area include pipeline improvements and an additional water storage tank to serve East San Rafael. These improvements are necessitated by recent and proposed new development in the East San Rafael area, and are needed to provide adequate water supply and fire flows. High priority pipeline improvements are also planned to increase water supply and flows to Santa Venetia.

To serve new development in the St. Vincent's/Silveira area, additional storage capacity (1.5-3.0 MG depending on the level of development) will be required, either at the Lucas Valley tank site or on St. Vincent's Hill. In Peacock Gap a new 1.5 MG storage tank is expected to be needed either at the existing Glenwood tank location or near McNear's Quarry to serve ultimate Quarry site development. Several other improvements will be needed to serve peak flows, if such flows are not reduced through conservation. These improvements include, for example, increased transmission and storage capacity to serve Terra Linda and Los Ranchitos.

The existing rate structure pays for all previously planned improvements to the District's system (tanks, lines, reclamation system development, pumps, etc.). It is expected that new water supply development will need to be financed through a district-wide bond measure.

## **Sewer**

### *South of Puerto Suello Hill*

Wastewater treatment in the part of San Rafael south of Puerto Suello Hill is handled by three entities: Central Marin Sanitation Agency; San Rafael Sanitation District; and the City of San Rafael. The Central Marin Sanitation Agency serves the southern half of San Rafael and the Ross Valley; which includes essentially all of Corte Madera, Larkspur, Greenbrae, San Anselmo and Fairfax. The Agency owns and operates the sewage treatment plant which provides modified secondary treatment, a deep water sewer outfall line, and three interceptor lines to San Rafael, Larkspur and San Quentin. The Agency served a population of approximately 93,000 in 1980, and is expected to serve a resident population of 97,982 in the design year of 2001. Of this total, 35,023 (36%) is projected from San Rafael and 62,959 (64%) from the Ross Valley.

The San Rafael Sanitation District covers the portion of the Central Marin Sanitation Agency in San Rafael and currently serves approximately 32,000 people. The District owns and operates 27 pump stations and force mains. Of the pump stations, 12 are considered to be major with sizeable tributary service areas, and 15 are minor. The City owns and maintains most of the gravity flow sewer mains in the District, although there are also some private sewer mains. Sewer laterals ( lines between the sewer main and individual homes) are private.

Sewage treatment capacity is defined by both dry weather and wet weather flows. The Central Marin Plant, which opened in January, 1985, was designed for an average dry weather treatment capacity of 10 million gallons per day. Average dry weather capacity typically defines biological treatment limits. However, because of the safety factors used in the CMSA plant design and the unique characteristics of the plant to handle wet weather flows, Agency staff state that considerably greater flows could be treated without the loss of biological treatment.

Dry weather flows in 1986 at the CMSA plant were 7.8 mgd. Future ultimate "holding capacity" growth could increase the average dry weather flow by 1.1 mgd at the Central Marin Sanitation Plant, bringing the

total to 8.9 mgd. This is far more development than is projected by the Year 2000. Even including growth estimates for the Ross Valley which also served by the plant, it is highly unlikely that the plant would need expansion in order to accommodate additional growth within and beyond the planning period.

Wet weather capacity is the maximum amount of dilute sewage which can be treated and pumped through the plant. The CMSA interceptor system and treatment plant's wet weather hydraulic capacity is 125 million gallons per day, of which 50 mgd was designed for San Rafael, and 75 mgd for the Ross Valley communities. The peak 1985-86 wet weather flow for San Rafael was 29 mgd.

The wet weather flow rate design is more than 12 times the dry weather flow, a very high ratio for sewage treatment systems. The source of these high flows is due to high stormwater infiltration and inflow into the sewer system. Infiltration is caused by groundwater leakage into defective sewer pipe and pipe joints. Inflow is caused by connections of roof drains, foundation drains, catch basins, etc., which directly connect to the sewer system. High infiltration is due in large part to the age of the transport system. More than half of San Rafael's system is old, constructed prior to the mid 1950's when standards were established and manufacturers started to produce pipe that was reasonably watertight.

Nute Engineering, the San Rafael Sanitation District's consulting engineer, recently completed a study to: (1) define dry weather and wet weather sewage flows and known problem areas; (2) inventory and evaluate the existing San Rafael Sanitation District pump stations and force mains; and (3) develop a long range program for construction of necessary improvements to the District's pump stations and force mains. Dry weather flows are not a major concern. However, the report concludes that the transport system (sewer lines and pumps) needs significant improvements to be able to handle peak wet weather flows.

The construction of the new CMSA treatment plant, which replaced the Marin Bay (Peacock Gap) and Irene Street (East San Rafael Bellam Boulevard) plants, increased the pumping force or "head" on the existing pump stations which pump directly to the plant. This is because the new plant is higher than the former Irene Street plant by 6 feet, and because the length of the force mains has increased. This increase in pumping force has reduced the overall wet weather peak pumping capacity of the District's system by approximately half. A second problem area, caused by federal funding limitations, was that the Peacock Gap interceptor project was not able to include a sufficient increase in downstream facilities. Temporary measures were undertaken to meet needs based on available funds. A long term solution to this situation needs to be addressed. Additionally, some pump stations are subject to extremely high rates of infiltration/inflow during wet weather and investigations need to be made to determine if sources of the infiltration/inflow can be eliminated.

The report concludes that the existing transport system needs improvements to increase pumping capability, improve reliability, reduce peak wet weather flows, and correct localized line odor problems. One of the major conclusions is the need for a systematic City plan for replacement and rehabilitation of the City's sewer mains and private laterals to keep the peak wet weather flow amounts within the pumping capability of the transport system. This requires complete mapping of the system, and testing, which was last done in 1973. The plan notes that: "Considering the age of the San Rafael sewer system and the large quantities of infiltration/inflow which enters the system during wet weather, it is not possible to guarantee that any wastewater transport system will completely eliminate overflowing manholes." The Plan also recommends priorities for improvements and preparation of a study to determine the best methods for financing the transport system improvements. The financing study is currently underway. The plan further notes the importance of prohibiting new surface drains and roof leader connections to the sanitary sewer system, and using quality materials and a high level of inspection to protect against high infiltration and inflow from new systems. These latter recommendations are accomplished through Public Works Department standards and procedures.



## *North of Puerto Suello Hill*

Sewage treatment in San Rafael north of Puerto Suello Hill and adjacent unincorporated areas is provided by the Las Gallinas Valley Sanitary District, a special district composed of an elected board. The District serves all northern City areas, and the unincorporated neighborhoods of Lucas Valley, Marinwood, and Santa Venetia. Most of the unincorporated Los Ranchitos neighborhood is on septic systems. The District provides all treatment and transport facilities, which include the treatment plant, about 300 acres of ponds and land irrigation areas, pump stations, force mains and gravity flow sewer mains. Sewer laterals are privately owned.

In 1983, the Las Gallinas treatment plant was upgraded to meet Federal Clean Water Act standards. When the plant was upgraded, it was not expanded, as the plant was expected to have adequate capacity to serve 10 and 20 year growth projections. However, the 1978 projections on which the plant capacity were based did not include development of the Silveira/St. Vincent's properties and did not anticipate the extent of commercial development which has occurred.

The upgraded average dry weather flow design capacity is 2.9 mgd. In 1985, the plant was treating 2.4 mgd. By the end of 1987, the average dry weather flow had increased to 2.55 mgd. Wet weather flow capacity is 18 mgd, or approximately six times the rated dry weather flow. The winter 1986 peak wet weather flows were about 15 mgd, consistent with a 6:1 wet weather/dry weather ratio.

Wet weather flow is not a major concern, but will need to be addressed as growth continues. About two-thirds of the Las Gallinas District has been developed within the last 20 years, and nearly all of the District has developed since the mid-1950's, when leakage standards were established for sewer pipes. Thus, the Las Gallinas Sanitary District does not have the major infiltration/inflow problems affecting the San Rafael District. An exception is the Santa Venetia area, where development on bay mud will require extensive slip lining of pipes. Extensive pump station improvements to serve Santa Venetia have recently been made.

District representatives estimate that the plant could be expanded relatively easily to a capacity of 3.2 to 3.3 mgd average dry weather flow for about \$1 to 3 million dollars. While cost would not be a major obstacle to plant expansion, as it can be covered by developer fees, construction would take about 3 years to accomplish. This expansion will need to take place in a timely fashion before the plant has reached capacity. Beyond this 3.3 mgd expansion, major plant expansion and additional land for waste water irrigation is expected to be needed, according to District representatives. An engineering study is needed to determine more exactly expansion needs and costs.

Development projections north of Puerto Suello Hill indicate that proposed development in Northgate and its environs would cause the treatment plant to operate at or beyond its current 2.9 mgd maximum capacity by 1992. Minor plant expansion to the 3.2-3.3 mgd capacity by that time would accommodate all Northgate area development to the year 2000. To accommodate St. Vincent's/Silveira development and post-2000 Northgate area development, major plant expansion and additional land for waste water irrigation is anticipated to be needed. Odor impacts are an additional consideration.

*Note:* For both SRSD and LGVSD, projected average dry weather flows were calculated by the following method following recommendations by Nute Engineering, consultant to both districts: Residential unit demand equals one EDU or equivalent dwelling unit. Commercial development is converted into Equivalent Dwelling Units by identifying total projected commercial square footage by use, dividing that total by the following:

- 1 person per 250 sq. ft. office use
- 1 person per 250 sq. ft. retail use
- 1 person per 1000 sq. ft. industrial use
- 1 person per 300 sq. ft. R & D use



The resulting number is then multiplied by 30 gallons per capita and divided by 211 (average gallons per dwelling unit in the San Rafael Sanitation District) or by 200 (average gallons per dwelling unit in the Las Gallinas Sanitary District). This provides the commercial EDU. The total number of Equivalent Dwelling Units are multiplied by the gallons per dwelling unit (211 or 200) to arrive at a projection for additional gallons per day needed for new development.

## ***Gas and Electric***

Pacific Gas and Electric (PG&E) representatives foresee no problems or limitations in providing service to the San Rafael Planning Area. Currently, San Rafael has a peak demand of 60 megawatts/year (MW) citywide and 16 MW/year in the downtown and commercial areas. There is a slight increase in summer time electric use. Although there is a 1MW/year growth rate, PG&E representatives indicate that the current system will not reach its capacity for another 10 years.

As new growth occurs in the City, PG&E will make additional arrangements to insure delivery of gas and electricity. Although it is more difficult, and thus more expensive, to supply power to certain sites, such as buildings on steeply sloping hillsides or on bayfill, it is PG&E's policy to not to refuse service to any existing or future developments that are approved by the City. Developers typically pay for needed site improvements, which are required to be underground. If normal growth continues in San Rafael, PG&E will be able to meet service needs without the use of additional supply facilities.

Electric distribution lines are being placed underground in San Rafael as funds are available. In 1982, the City paid to have distribution lines on Francisco Boulevard East put underground. Payment for underground distribution lines can also be provided by PG&E if matching funds are provided by the customer. Distribution lines on Francisco Boulevard West will be placed underground between now and 1990 through such an agreement.

Transformers and capacitors containing PCB's pose little threat in San Rafael. Only 5% to 10% of all transformers contain PCB's and, unlike the capacitors, transformers contain only very slight amounts of the toxic chemical. Transformers have a life span of 25 to 40 years. The last transformer containing PCB was installed in 1976, thus all PCB transformers will be replaced by 2001 to 2016. There are no capacitors in San Rafael.

The City Redevelopment Agency has completed a major property transfer with PG&E to allow redevelopment of the former PG&E corporation yard south of Second Street in Downtown. PG&E officials have reported that other property they own near North San Pedro Road will not be redeveloped within the planning period.

## ***Telephone***

Pacific Telephone representatives indicate that there will be no problem in providing continued telephone service to the San Rafael Planning Area. Since telephone service is already provided in all areas of the City, only limited additional service will be necessary. Pacific Telephone is planning to install a digital switching office on H Street, which will allow custom calling features to be used in San Rafael. The switching service will not require additional poles or transmission lines.

It is Pacific Telephone's policy not to place any new transmission poles or lines in or above secured open space areas. Any existing poles or lines in open space areas were installed prior to the establishment of these sites. There are no plans to put existing transmission lines underground until City funds are made available.

## ***Cable Television***

Viacom Cable provides service for the San Rafael Planning Area. There are not problems or limitations in providing service to the planning area.

## ***Hospitals***

For purposes of health facility planning, the Office of Statewide Health Planning and Development divides the State of California into 14 geographic Health Service Areas (HSA's). Each HSA is in turn divided into Health Facility Planning Areas (HFPA's). The San Rafael Planning Area is in the Marin County HFPA , where there are currently four general acute care hospitals with a total of 623 licensed beds.

1. Kaiser Foundation Hospital, San Rafael (120 beds)
2. Marin General Hospital, Kentfield (235 beds)
3. Novato Community Hospital, Novato (75 beds)
4. Ross General Hospital, Ross (193 beds)

The most recent statistical update of the Statewide Health Facilities and Services Plan (September 20, 1985) defines the shortage (need) or excess of acute care hospital beds through the year 1990 based on the current inventory of licensed beds. This plan indicates that Marin County has a significant excess of acute care hospital beds.

In addition to the short term excess of beds, there are two additional trends which reduce future needs. One is the trend toward shorter hospital stays, as there are significant pressures on hospitals to discharge patients earlier. Second, use of outpatient facilities and other reasons have meant fewer patients are being admitted to hospitals. Between 1983 and 1985, total numbers of patients declined 13% while total patient days dropped 16%. Occupancy rates at area hospitals in 1985 ranged from 28% to 78%.

1. **Kaiser Foundation Hospital:** Kaiser San Rafael is one of the 27 hospitals owned and operated by Kaiser Foundation Hospitals in Oakland, the hospital component of the Kaiser Permanente Medical Care Program, the largest Health Maintenance Organization (HMO) in the United States. 1984 revenues of the Medical Care Program exceeded \$3.5 billion. The Kaiser Permanente Medical Care Program is well positioned to capture a sizable portion of the Medicare market as it shifts to HMO and prepaid health plan enrollment and is preparing for such an occurrence.

Kaiser Foundation Hospital - San Rafael is planning to expand its facilities. In April, 1985 the hospital filed a Master Site Plan with the City of San Rafael showing addition of medical office facilities and space for 50 additional beds to be developed over the next fifteen years. In addition, there is a new Kaiser Foundation Hospital in Santa Rosa which will result in added available capacity in San Rafael.

2. **Marin General Hospital:** Marin General Hospital is a Public District Hospital providing services to health care providers in Marin County. On September 24, 1985 the hospital received approval to commence construction of a 100,000 square foot addition that will contain a surgical suite, beds and an intensive care unit.
3. **Novato Community Hospital:** In 1985, the Novato City Council passed a resolution authorizing transfer of the Novato Community Hospital to the Sutter Health Systems of Sacramento. Sutter



Health Systems is a not-for-profit parent corporation which owns and operates hospitals and health related service corporations. The viability of Novato Community Hospital is planned to be enhanced through the management and capital resources provided through Sutter Health Systems .

4. **Ross General Hospital:** Ross General Hospital, the only investor-owned acute general hospital in Marin County, was originally developed by private physician interests. In the early 1970's the hospital was sold to the Hospital Corporation of America, the largest hospital management company in the United States. Ross General Hospital was included in a package of hospitals sold by HCA in the early 1980's to Republic Health Corporation, its current owner and operator. Included in the package was the 16+ acre site on Smith Ranch Road in San Rafael. Ross General Hospital has formulated the Ross General Hospital Master Plan, which proposes to build a new hospital/office complex on the Smith Ranch Road site. The Master Plan calls for relocation of Ross Hospital's medical/surgical, intensive care and skilled nursing beds from their present Ross location to San Rafael. The project sponsor would then maintain the present Ross facility as a separately licensed, 72-bed acute psychiatric facility. The proposed Master Plan in 1986 included the construction of a 117,180 square foot auxiliary building and 380 parking spaces. The new hospital would be licensed for 121 beds consisting of 95 medical/surgical, 8 intensive care and 16 skilled nursing beds. The facility would also contain an outpatient examination and treatment facility.

### ***Child Care***

National and local trends have resulted in increased child-care needs, and an increased focus of attention on child-care problems. The Bay Area leads what has become a national phenomenon: an unprecedented increase in mothers in the work force, especially married women with children under the age of 3. Approximately 55% of U.S. children ages 0 to 17 had working mothers in 1980. Bay Area rates were 5 percent higher than national rates, and Marin County (San Rafael area) rates appear to be even higher. This rate is expected to continue to increase throughout the decade, resulting from changes in economic conditions, family structure, women's work patterns and attitudes about women's roles at home and in the work place. More women are also working full-time rather than part time and there has been a significant increase in single-parent households.

Child care services within the Planning Area include large day care centers run by private commercial operators or by non-profit subsidized organizations; child care programs operated by the City of San Rafael Recreation Department; and family day care homes each operating out of private homes accommodating 2 to 12 children.

In San Rafael, 65 % of the total families with children in 1980 were either single-parent or working-couple families, according to the U.S. Census. There were 7,066 children under 12 in the San Rafael Planning Area in 1980. Assuming no increase in this population 1980-85, since there was no population increase in San Rafael over that time period based on California Department of Finance population estimates, there were estimated to be 2,300 children under age 12 in 1985 needing community child care. This number is derived from the number of children with either two working parents or single parents divided by 2, based on the assumption that only half of local families rely on community child care services to meet their child care needs similar to a nationwide estimate (source: California Child Care Resource and Referral Network). Total number of child-care spaces in the San Rafael Planning Area in 1985 was approximately 1,680 according to Project Care.

In addition to child care space needs, there are also specific gaps in the provision of child care services in San Rafael. One gap is the need for additional subsidized spaces. With child care costs running \$3,600-\$4,000 per year on the average for a preschool child, based on information from Project Care, it is easy to see how low and moderate income persons would have difficulty paying full fees. Child care costs are a family's fourth highest cost, after housing, food, and transportation.



Additionally, infant care has been identified as the most acute need Bay Area-wide, and Marin County referral agencies received the highest proportion of requests for infant care in the region. Meeting this need is more difficult because of the higher cost of providing infant care.

Another concern is that many of the larger City and subsidized child care programs are operated out of schools. If school enrollments increase over the long term as anticipated, child care programs at some schools may be forced to relocate.

As part of the East San Rafael planning effort, it was recommended that a broad based ad hoc task force be formed to identify citywide child care needs and solutions, and to develop a program to address such needs. The plan also recommended that child care centers be exempt from traffic mitigation fees and that they be allowed with a City Use Permit in a broad range of zoning districts. The General Plan carries forward these recommendations.

### ***Cultural Activities***

San Rafael is an important and growing center for cultural activities. The City is home to the Marin Symphony, Marin Ballet, Falkirk Cultural Center, Marin County Historical Society at Boyd House and the Theater Arts of Marin. Dominican College hosts galleries, lectures and performances. The Marin Center at the Civic Center complex has a very active year round performing arts program. In addition, the Rafael Theatre in Downtown, closed after the 1989 earthquake, will reopen in 1996 with the help of the Redevelopment Agency, as the Rafael Film Center.

Additionally, San Rafael owns and operates Falkirk Cultural Center, which provides a cultural focal point for San Rafael and the larger community. The Center is located at 1408 Mission Avenue near City Hall. The Center is housed in the former Dollar Estate, an 1888 mansion representative of the grand country estates once prevalent in San Rafael. The estate was conserved and placed on the National Register of Historic Places in 1972-4 through citizen efforts. Eleven acres of gardens and wooded hillsides surrounding the mansion provide a public park and open space area in the Downtown area.

Falkirk has since been established as the City's first cultural facility. The Center's dual role as a contemporary arts center and an historic site is increasingly mutually reinforcing. A major goal of Falkirk Community Center is to expand public awareness of contemporary visual, musical and literary arts. Programs are often multidisciplinary and are cosponsored with other cultural organizations in the County. Programs include: gallery exhibitions, outdoor sculpture, lectures and artist talks, poetry readings, writers' workshops, performances, music recitals and outdoor concerts, historic tours and workshops, and other community cultural activities.

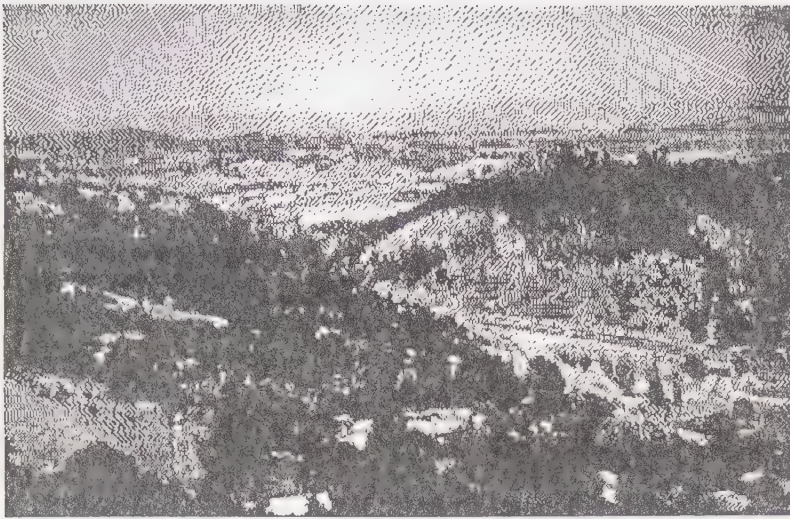




# **CIRCULATION BACKGROUND**







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## CIRCULATION BACKGROUND

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### INTRODUCTION

The Circulation Element is one of the critically important parts of the Draft San Rafael General Plan 2000. The Land Use and Circulation portions of the Draft Plan are integrally related to each other. Any significant modification to the one element would trigger the need for adjustments in the other. This close relationship, as evidenced by the use of computer modeling to balance land use projections with future circulation system capacity, makes this Draft Plan fundamentally different from the 1974 General Plan. The Circulation Element in that Plan was essentially a laundry list of needed circulation improvements, but there was no quantitative relationship between land uses and the circulation system's capacity.

This major change in the General Plan is based on the hard reality that the range of land use options available to the City at this time is limited by the capacity of the future circulation system. At the very least, the densities and intensities of the types of land uses authorized by the City will be affected by the ultimate circulation system of the San Rafael Planning Area. Conversely, the ultimate circulation system of the San Rafael Planning Area is directly related to the amount and type of development in San Rafael and surrounding communities.

It is also important to note that this Plan does not assume that there will be significant increases in transit, carpooling or Transportation Systems Management (TSM). Only reasonable assumptions are made about the amount of Highway 101 Corridor trips which can be accommodated by a transitway on the Northwestern Pacific Railroad right of way. A major defect of several other plans has been the assumption that there would be significant increases in transit, carpooling and TSM. In fact, the last several years have seen stagnant or reduced levels of transit and carpooling. As for TSM, the most popular measure has been staggered work hours or flex time. However, at present so many people are able to flex their time within the three hour morning and evening peak periods that additions to this preferred type of TSM have very little effect on traffic conditions.

Although this Plan does not assume that there will be increases in transit, carpooling and TSM, the policies throughout the Plan promote such increases. It is expected and hoped that over the long term, major changes in the way people and goods are transported will necessitate major revision of the San Rafael General Plan. In the short term, however, it would be imprudent to rely on such major lifestyle changes occurring.

This Draft Plan also clearly identifies the funding challenge facing San Rafael and most other suburban communities in the United States. At the very time that employment opportunities are moving from the central cities and becoming more decentralized, the traditional Federal and State funding sources for transportation and transit improvement are limited. It will take good planning efforts, such as the San Rafael General Plan revision, the update of the Countywide Plan, and the Highway 101 Corridor Action Program to provide a basis for voters to authorize funding mechanisms to secure the future circulation system. The following background section provides an overview of the data utilized to develop the circulation policies of the Plan. It includes the following parts:

1. State Guidelines and Requirements for Circulation Elements
2. Traffic System Classification
3. Traffic Condition Overview
4. Existing Highway 101 Corridor Conditions
5. Highway 101 Corridor Segments
6. Highway 101 Corridor Action Program
7. Projected Highway 101 and 580 Corridor Conditions
8. Local Areas
9. Public Transit Service
10. Traffic Diversions
11. Transportation System Management (TSM)
12. Bicycle and Pedestrian Circulation
13. Aviation Facilities

## **STATE GUIDELINES AND REQUIREMENTS FOR CIRCULATION ELEMENTS**

A Circulation Element has been required as part of local general plans since 1955. Guidelines adopted by the State Office of Planning and Research emphasize the need to develop a "... balanced, multimodal transportation system". Cost efficiency and protection of environmental quality require attention to non-auto transportation facilities and careful coordination with the Land Use Element. The following citation from the State Government Code (§65302 [b]) summarizes the intent:

A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan.

This portion of the Plan deals with the movement of people and goods through and within the San Rafael area. The basic functions of the Circulation Element are to:

1. Provide a comprehensive view of the travel needs through and within the San Rafael area of the general public, commercial vehicles and service and emergency vehicles.
2. Set forth a plan for meeting those needs.
3. Express community objectives of the desired level of mobility, willingness to pay for mobility, and priorities for allocation of public resources among competing transportation demands.
4. Address specific problems, such as congestion, emergency vehicle access, traffic impacts on neighborhoods, costs of maintenance and repair of public streets, etc.
5. Comply with requirements of State law.



## TRAFFIC SYSTEM CLASSIFICATION

The City street system is composed of a hierarchy of streets which serve different functions in the collection and movement of traffic. Due to physical constraints such as waterways, open space, and ridgeline areas which have resulted in development of a series of urban areas strung along Highway 101, the City street system generally serves as a network to collect and transport traffic to the highway. The arterial streets occasionally provide parallel connectors to the highway or distribute traffic to adjoining communities. Pavement width, sight distance and travel speed generally increase as one moves from minor streets to collectors and arterials.

### *Street Classification*

**Freeways:** Freeways are limited access facilities designed with four to ten travel lanes for routing traffic through the community. The two freeways in San Rafael are Highway 101 and Interstate 580 (Highway 17).

**Major Arterials:** Major arterials carry large volumes of traffic between different regions of the City and/or County. Major arterials are generally designed as relatively limited access with four to six travel lanes for traffic, a parking lane on either side and a median divider. Left turn lanes are provided at all intersections where possible. Typical examples of major arterial streets are Bellam Boulevard, Point San Pedro Road, the Second/Third Street couplet and Fourth Street/"Miracle Mile" segment, Manuel Freitas Parkway, Lucas Valley Road from Highway 101 to Las Gallinas Avenue and Miller Creek Road from Highway 101 to Las Gallinas Avenue. The proposed eastside arterial (McInnis Parkway) will also be a major arterial.

**Minor Arterials:** Minor arterials carry large volumes of traffic between concentrated traffic generators in the City. Minor arterials are generally designed with two to four travel lanes for traffic, parking lanes, sidewalks, and planting strips on both sides of the street. Access is typically limited to larger parcels so interference between driveways and traffic flow is minimized. In several instances streets serving as minor arterials have been upgraded from local streets and may not conform to the standard of a new street. Typical examples of minor arterials are Andersen Drive, Francisco Boulevard East, Francisco Boulevard West, Wolfe Grade/D Street, Grand Avenue, Lincoln Avenue, Civic Center Drive, Los Ranchitos, Redwood Frontage Road, Las Gallinas Avenue, Lucas Valley Road west of Las Gallinas and Miller Creek Road west of Las Gallinas Avenue.

**Local Collectors and Streets:** Other streets function as local streets feeding local collectors which, in turn, lead to arterials. Typically, local collectors and streets are two lanes with improvements and width depending on age and terrain.

### *Levels of Service*

Operating conditions on streets and highways, are typically described as "Levels of Service" which is a standard method of describing operating conditions based on a comparison of street or intersection volumes to the theoretical capacity of the facility. On city streets, intersections are the critical locations where traffic capacity is most limited. The six Levels of Service, "A" through "F", describe conditions from best to worst respectively.

## LEVEL OF SERVICE MEASURED BY VOLUME/CAPACITY RATIOS

	Volume/Capacity (v/c) ratio
Level of Service "A"	
<ul style="list-style-type: none"> <li>• Free flow conditions</li> <li>• Low volumes</li> <li>• High operating speed</li> <li>• Uninterrupted flow</li> <li>• No restriction on maneuverability</li> <li>• Drivers maintain desired speeds</li> <li>• Little or no delays</li> </ul>	2.59
Level of Service "B"	.60 - .69
<ul style="list-style-type: none"> <li>• Stable flow condition</li> <li>• Operating speeds beginning to be restricted</li> </ul>	
Level of Service "C"	.70 - .79
<ul style="list-style-type: none"> <li>• Stable flow but speed and maneuverability restricted by higher traffic volumes</li> <li>• Satisfactory operating speed for urban conditions</li> <li>• Delays at signals</li> </ul>	
Level of Service "D"	.80 - .89
<ul style="list-style-type: none"> <li>• Approaching unstable flow</li> <li>• Low speeds</li> <li>• Major delays at signals</li> <li>• Little freedom to maneuver</li> </ul>	
Level of Service "E"	.90 - .99
<ul style="list-style-type: none"> <li>• Lower operating speeds</li> <li>• Volume at or near capacity</li> <li>• Unstable flow</li> <li>• Major delays and stoppages</li> </ul>	
Level of Service "F"	1.00+
<ul style="list-style-type: none"> <li>• Forced flow conditions</li> <li>• Low speeds</li> <li>• Volumes below capacity, may be zero</li> <li>• Stoppages for long periods because of downstream congestion</li> </ul>	

In the General Plan, intersection capacities and LOS were analyzed utilizing the critical lane volume technique published in the Transportation Research Board "Circular 212". In this method, projected traffic volumes at area intersections are estimated by projecting area development by type of land use and the typical trip generation rate for that type of use, then distributing that traffic, along with base traffic volumes, through the street network. Different types of land uses will have different trip distribution patterns and the same land use will have different trip distribution based on its location in an area. Once projected traffic volumes are distributed through area intersections, the volumes for each "leg" or critical lane of the intersection are calculated using traffic volume/capacity ratios. The volume/capacity ratios correspond with Levels of Service at an intersection as identified in the chart above.

"Circular 212" was used rather than the more recent 1985 Highway Capacity Manual method because the "212" method is more effective for defining future traffic conditions. Additionally, "Circular 212" provides greater accuracy in breaking down ranges of traffic conditions by using LOS "A " through "F" rather than

"Near Capacity", "At Capacity" or "Over Capacity" used in the Highway Capacity Manual. The Highway Capacity Manual does provide useful operation analysis tools. It provides a LOS table based on time stopped at an intersection ("delay") which provides an easy way to check LOS calculations based on traffic volumes. For example, when the volume attempting to use an intersection exceeds its capacity (LOS F), the actual volume getting through the intersection drops and delay becomes a more accurate indicator of the traffic condition.

However, motorists can experience long delays at low v/c ratios if signal cycle lengths are long or if signal progression (the ability to move through a series of intersections) is poor. Conversely, delay can be low at high v/c ratios if there is good signal progression and the cycle length is short. The following summary from the 1985 Highway Capacity Manual provides a qualitative discussion of intersection Levels of Service measured by delay. Given the same signal progression and the same cycle length, the lower the v/c ratio, the greater the delay:

### LEVEL OF SERVICE CRITERIA FOR SIGNALIZED INTERSECTIONS BASED ON DELAY

Level of Service	Stopped Delay per Vehicle (seconds)
A	≤5.0
B	5.1 to 15.0
C	15.1 to 25.0
D	25.1 to 40.0
E	40.1 to 60.0
F	>60.0

Unfortunately, delay does not provide a useful tool for planning applications. It is not possible to take existing delay and add the new trips projected to be generated by new development and be able to determine what the future level of service will be. In addition, as noted previously, long delays at an individual intersection may not be reflective of inadequate capacity. Modifications to the signal timing may greatly improve the operations and therefore reduce the delay at the intersection. For these reasons "Circular 212" was used.

### TRAFFIC CONDITIONS OVERVIEW

Travel conditions in San Rafael reflect a wide variety of transportation needs due to San Rafael's status as a suburb on the Highway 101 corridor and its status as a major residential, employment, commercial and cultural center within Marin County. In 1985-86, San Rafael attracted approximately 1,500 evening peak period trips from San Francisco and Southern Marin and transmits approximately 3,850 evening peak trips from San Francisco to the north and west in the evening peak. As a major residential employment, commercial and cultural center, San Rafael uses produced approximately 30,900 evening peak trips and attracted approximately 25,300 evening peak trips. Many of the evening peak trips were local, with 69% percent of the trips both starting and ending in San Rafael.

The Association of Bay Area Government's Projections '85 for the year 2005 shows a 20% increase in employment in San Francisco and a 20% increase in the residential development to the north. Both the Metropolitan Transportation Commission and City of San Rafael traffic models show that commuting to San Francisco will continue to be a significant element of traffic in and through San Rafael, although the number of persons crossing the Golden Gate Bridge to San Francisco in the morning will not substantially increase.



Further development per the provisions of the draft General Plan will maintain San Rafael's status as a major residential, employment, commercial and cultural center in the County. While the Plan must necessarily quantify the amount of development that is potentially possible in terms of jobs and housing, it does not sanction this ultimate level of development. There exists a potential for the production of approximately 10,000 evening peak trips and the attraction of 10,300 evening peak trips, 72% of which would start and end in San Rafael, based on a "holding capacity" potential. Market forces and other constraints identified in the Plan clearly conclude this amount of traffic will not occur in the time frame of the Plan. However, it is important to quantify such information for long term circulation needs. The Projections tables in the Land Use Background depict a reasonable projection of increases in housing and jobs to the Year 2000 based on the assumptions included in the tables.

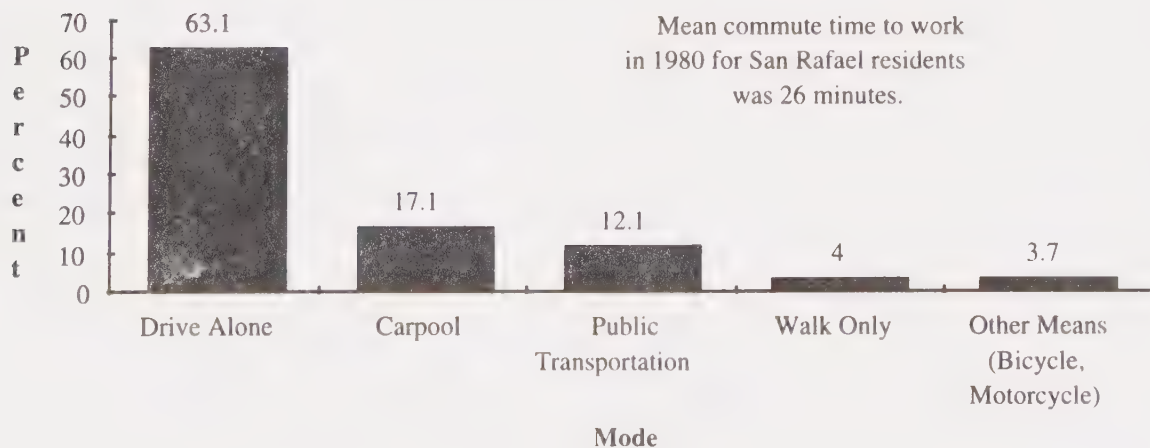
## EXISTING (1986) HIGHWAY 101 CORRIDOR CONDITIONS

Highway 101 is the primary transportation facility for the San Francisco, Marin and Sonoma County corridor. At the southern end of the corridor the Larkspur to San Francisco and the Sausalito to San Francisco ferry services supplement the highway. However, through San Rafael, Highway 101 and several segments of arterial streets provide the only north-south transportation system. Interstate 580 intersects Highway 101 in southern San Rafael and provides an east-west connection to the East Bay. Traffic on the Richmond-San Rafael Bridge has increased from 24,000 ADT in 1975 to 37,000 ADT in 1985--a 54% increase in 10 years. Daily volumes in the toll direction (toward San Rafael) average about 21,000 vehicles with virtually no difference in volume in the months of April and September.

Interstate 580 which connects 80 in the East Bay to 101 in Marin County is being upgraded to freeway status. The project, to be completed in 1990, will widen I-580 to 6 lanes with controlled access through interchanges. This will greatly increase the capacity of this roadway but Caltrans does not foresee a dramatic increase in trips across the Richmond-San Rafael Bridge.

The single occupant auto is the predominant mode of transportation for getting to and from work for San Rafael motorists. Since the 1980 data below were collected, mean commute times have increased. Carpooling and transit use have generally declined, although conclusive recent data specific to San Rafael are not available.

### Mode of Transportation to Work San Rafael Residents 1980



Source: 1980 Census

A survey of residents and businesses conducted in April of 1986 found that 12% of the respondents entered into ridesharing arrangements (car and vanpooling) at least monthly. Approximately 21% used bus transit at least once a month and 42% had flexed their work hours. These figures indicate that significant numbers of San Rafael residents participate in some form of transportation system management methods and transit usage.

## **HIGHWAY 101 CORRIDOR SEGMENTS**

The highway corridor through San Rafael can be divided into seven segments from north to south which in 1986 have the following transportation characteristics.

### ***Novato to Miller Creek Road***

Highway 101 provides the only north-south connection in this segment. The highway provides 3 mixed flow lanes and an auxiliary lane in either direction. The morning peak period traffic demand southbound through this segment is approximately 100% of the system's capacity, which results in Level of Service E operation. The evening peak period traffic demand northbound through this segment is approximately 89% of the system's capacity, which results in Level of Service D operation. The counterflow commute volumes are approximately half of the critical direction volumes. The addition of high occupancy vehicle (HOV) lanes from Highway 37 in Novato to Miller Creek Road has been funded and are scheduled to be constructed in 1988-9.

### ***Miller Creek Road to Lucas Valley/Smith Ranch Road***

Highway 101 provides the primary north-south connection in this segment of the corridor. The highway provides 3 mixed flow lanes southbound and a HOV, 3 mixed flow lanes and an auxiliary lane northbound. The morning peak period traffic demand southbound through this segment of the highway is approximately 94% of the system's capacity, which results in Level of Service E operation. The evening peak period traffic demand northbound through this segment is approximately 70% of capacity, which results in Level of Service C operation. The counter flow commute peak volumes are approximately 46-50% of the critical direction volumes. Las Gallinas Avenue and Miller Creek Road provide a parallel arterial road to the highway through this segment and extending further to the south. Marin County has striped and set speeds on Las Gallinas as a two lane residential street throughout much of its length to restrict its use as an arterial. These measures were taken due to the large number of detached, single family residences facing Las Gallinas Avenue. A southbound HOV lane is currently under construction and is to be completed in 1987. If sufficient downstream capacity is provided, the high occupancy vehicle lane will result in a 71% volume to capacity ratio and Level of Service C operation during the southbound A.M. peak.

### ***Lucas Valley/Smith Ranch Road to Manuel T. Freitas Parkway***

Highway 101 is the principal north-south connection in this segment of the corridor. The highway provides 3 mixed flow lanes in the southbound direction and a HOV lane, 3 mixed flow lanes and an auxiliary lane in the northbound direction. The morning peak period traffic demand southbound through this segment is approximately 96% of the system's capacity, which results in Level of Service E. The evening peak period traffic demand northbound through this segment is approximately 69% of the system's capacity, resulting in Level of Service B/C. The counter commute peak period volumes are approximately 50-56% of the critical direction volumes. Las Gallinas Avenue and Redwood Frontage Road are both parallel arterial



roads providing some additional capacity to Highway 101. When congestion on the highway is significant, diversions onto Redwood Road and Las Gallinas Avenue has been measured at 75 to 125 vehicles per hour. This diversion may increase as congestion on the highway grows. For example, diversions to the frontage road in Novato have been documented at 400-450 vehicles per hour. A southbound HOV lane is currently under construction and is to be completed in 1987. If sufficient downstream capacity is provided, this HOV lane will result in a 72% volume to capacity ratio, and Level of Service C operation during the southbound AM peak.

### ***Manuel T. Freitas Parkway to North San Pedro Road***

Highway 101 is the principal north-south connector in this segment of the corridor. The highway provides 3 mixed flow lanes in the southbound direction and a HOV lane, 3 mixed flow lanes and an auxiliary lane in the northbound direction. The morning peak period traffic demand southbound through this segment is approximately 90% of the system's capacity which results in Level of Service D to E operations. The evening peak period traffic demand northbound through this segment is approximately 75% of the system's capacity, which results in Level of Service C. The counter commute peak period volumes are approximately 55-70% of the critical direction volumes. Los Ranchitos Road and Las Gallinas Avenue and Redwood Frontage Road and Civic Center Drive provide parallel arterial road capacity to Highway 101. A southbound HOV lane is currently under construction and is to be completed in 1987. If sufficient downstream capacity is provided, the HOV lane will result in a 68% volume to capacity ratio and Level of Service C operation during the southbound AM commute.

### ***North San Pedro Road to Downtown San Rafael***

Highway 101 is the major north-south connector through this segment and is the only connector over Puerto Suello Hill. The highway provides 3 mixed flow lanes in either direction and an auxiliary lane in either direction across the top of the hill. The morning peak period traffic demand southbound through this segment is approximately 78% of the system's capacity, which results in Level of Service C operation. The evening peak period traffic demand northbound through this segment is approximately 106% of the system's capacity, which results in Level of Service E/F operation. Due to the heavy flow of traffic already on the highway and the lack of an auxiliary lane at the head of the Irwin St. on-ramp, the merge with the northbound highway traffic during evening peak times is a significant constraint and the ramp volume drops to 1/3 to 1/2 of its potential capacity. The counter commute peak period volumes are approximately 55-74% of the critical direction volumes. Lincoln Avenue and Villa and Grand Avenues provide parallel arterial roads feeding the auxiliary lane over Puerto Suello. The heavy northbound demand leaving downtown San Rafael during evening peak times requires two fully functioning on ramps. When the downtown ramp starts to fail, due to the weaving restriction, both of the parallel arterials develop long queues of traffic waiting to get over the hill. An additional northbound auxiliary lane is currently under construction and is to be completed in 1987. With the new auxiliary lane, the volume to capacity ratio for this segment will be 85% resulting in Level of Service D operation.

### ***Downtown San Rafael to Interstate 580 Interchange***

Highway 101 is the principal north-south connector in this segment of the corridor. The highway provides 3 mixed flow lanes and an auxiliary lane in either direction. The morning peak period traffic demand southbound is approximately 85% of capacity, which results in Level of Service D operation. The evening peak period traffic demand northbound is approximately 87% of capacity, which would result in Level of Service D operation if traffic were not blocked by congestion to the north. Francisco Boulevard East, Francisco Boulevard West and Woodland Avenue all provide parallel arterials through this segment. Peak diversions of up to 400 cars an hour have been documented in this segment of the corridor.



### ***Interstate 580/101/Bellam Blvd. Interchange to Larkspur***

Highway 101 is the principal north-south connector in this segment of the highway. The highway provides 3 mixed flow lanes in either direction. The morning peak period traffic demand southbound is approximately 80% of the system's capacity, which results in Level of Service C to D operation. The evening peak period traffic demand northbound is approximately 100% of capacity, which results in Level of Service E to F operation. Sir Francis Drake Boulevard and Andersen Drive and Wolfe Grade and D Street provide parallel arterial connectors through this segment of the highway.

### ***Interstate 580/101/Bellam Blvd. Interchange to San Rafael/Richmond Bridge***

I-580 is the principal east-west connector in this segment. The highway provides 2 mixed flow lanes in either direction. The morning peak period traffic demand eastbound is approximately 38% of the system's capacity which results in Level of Service A operation. The evening peak period demand is approximately 39% of the system's capacity resulting in Level of Service A operation. Congestion on Highway 101 in the evening peak often restricts the merge and creates long queues from Highway 101 to beyond the Bellam Blvd. interchange. Andersen Drive and Francisco Blvd. East provide parallel routes through this segment.

## **HIGHWAY 101 CORRIDOR ACTION PROGRAM**

San Rafael participates in the Highway 101 Corridor Action Committee which is working to develop a refined assessment of the corridor's transportation needs. That effort has been joined and supported by 28 of the cities, counties and transportation agencies along the Highway corridor from San Francisco to Healdsburg. Phase I of the Action Program concluded that wide ranging and expensive highway, transit improvements and Transportation Systems Management efforts (TSM) would be required to maintain Level of Service D operation in the corridor through the year 2000. Phase II, which is assessing the feasibility and detailed costs of the Phase I consensus improvements and other alternatives is currently under way and expected to be completed in late 1987.

## **PROJECTED HIGHWAY 101 AND 580 CORRIDOR CONDITIONS**

### ***Highway***

Transportation demand modeling of the anticipated development in San Rafael and neighboring communities along the Highway 101 and Interstate 580 corridors shows that corridor travel demand will approximately double with the directional character becoming more pronounced. Directional demand in the evening peak hour is expected to be 11,000\* vehicles from Larkspur to the Highway 101/I 580 interchange and 14,000 to 15,500\* from Downtown San Rafael north to the northern City limits. (\*These volumes reflect a significant increase in through commuting based on the Metropolitan Transportation Commission [MTC] commuter trip tables developed for Phase I of the Highway 101 Corridor Program. Recent Golden Gate Bridge Highway and Transportation District data show a stable to declining commute to San Francisco. Without the increase projected by MTC, the projected demand would be approximately 4,200 vehicles less).

The emphasis on residential development in the St. Vincent's/Silveira area is expected to reduce northbound evening peak commuting out of San Rafael by 1200-1600 vehicles. Corridor impacts establish timing constraints for new development at the St. Vincent's, Silveira and Marin Ranch Airport properties because these are new development areas which have not been included in prior plans. More than half of the projected increase in corridor travel demand through San Rafael is expected to be through

traffic. The City will work together with other governmental entities along the 101 corridor to ensure that reasonable local development can proceed while working to improve levels of service on Highway 101.

To meet the Highway 101 Corridor Committee Level of Service D goal for Highway 101, the City, in conjunction with other affected agencies, will need to pursue a multifaceted action program including:

- widening/improving 101;
- providing alternatives parallel to 101 such as improvement of the Northwestern Pacific Railroad right of way with a transit way and development of local north-south connecting arterial streets;
- increasing/maintaining high levels of bus service for transbay, Sonoma to Marin and local riders;
- encouraging the use of Transportation Systems Management tools such as carpooling, vanpooling, transit incentives, bicycle incentives and flexible work hours to minimize peak period single occupant vehicle ridership.

Policy C-8 identifies needed circulation improvements to maintain Level of Service D on major interchanges and arterials and higher levels on local residential streets. Each of these projects is discussed in greater detail in the following sections.

### ***Highway 101***

To satisfy the long term projected travel demand, Highway 101 is projected to need to be widened to provide continuous high occupancy vehicle and auxiliary lanes through San Rafael, and from the I-580/101/Bellam Blvd. Interchange north there must also be continuous auxiliary lanes.

### ***Northwest Pacific Railroad Right-of-Way***

Plan policies support the concept that the Northwestern Pacific Railroad right of way will need to be developed as a high speed transit corridor. While a variety of alternatives have been preliminarily identified and described through the 101 Corridor Phase I work, there are still many issues that need to be resolved before a final decision is made on the type and design of the transit corridor. The issues include public support for the system; a more detailed accounting of the development and operating costs for the alternatives; the ability to improve the system as development and ridership increases; a marketing or travel demand evaluation of the probable ridership and the development of ridership for the various alternatives; the system's design and compatibility with local street operations; and the design and development of stations and feeder systems to insure that the system will adequately serve local areas. These issues are being evaluated during Phase II of the 101 Corridor Program. Meanwhile, the right of way must be protected and acquired as stated in other Plan policy.

A Golden Gate Bridge Highway and Transportation District 1985 report analyzed five different systems for the right-of-way:

<b>Bus</b>	<b>Heavy Rail</b>	<b>Light Rail</b>	<b>Monorail</b>	<b>Busway</b>	<b>Rail</b>
Max. Passenger Load	6,800	5,600	5,600	5,100	5,400
(Max. Point Passenger Load)	8,500	7,100	7,100	5,800	6,400
Cost	\$701M	\$568	\$904	\$239	\$568
Operating Cost	\$34	\$33.2	\$32.6	\$42.3	\$39.1



An additional proposed alternative is a reversible one-direction busway. This system was proposed as a significantly less expensive, or "austere," alternative to the systems above. Significant savings would result from a more narrow section of required roadway, which would not necessitate tunnel enlargement or as much initial filling and grading of the right-of-way. Savings were also to come from grade crossings rather than elevated crossings of many of the local streets.

The acquisition of the Northwestern Pacific Railroad Right-of-way includes three phases: protection of the required right of way; identification and development of funding; and the acquisition and development of the right-of-way by an appropriate agency. The main right of way varies in width from 35 to 100 feet as it extends through San Rafael. The right of way is owned by the Southern Pacific Railroad, is being considered for abandonment by the Railroad, and is available for acquisition with a first right of refusal to public agencies. The 1985 Golden Gate Bridge Highway and Transportation District Report concludes that a 35 to 50 foot wide flat usable right of way is needed to provide two way transit operations. Therefore, there may need to be additional widening of the right of way in the narrow section of the right of way which extends from Downtown San Rafael to Puerto Suello Hill. Pending a final determination on the desired type of transit system, identification of the agency to own/operate the right of way system, and creation of a funding mechanism, General Plan policy provides that any new development along the narrow section of the right-of-way should be designed to reserve land to provide a 50' flat usable right-of-way and necessary slopes. It is important to evaluate publicly owned surplus lands along the right of way for their potential for right of way expansion and/or transit station locations. After the appropriate system has been identified, an operating agency established, and funding program secured, the necessary widening and station areas will need to be acquired by the proposed operating agency.

The selection of the transit system for the Northwestern Pacific Railroad right-of-way is based on a combination of factors. The most significant of these factors are public support, cost effectiveness, convenience and safety. The system must be publicly supported to insure that it will be accepted, utilized and to insure funding for the system and any operating subsidies. The City participates in the NWPRR Right of Way Task Force which coordinates with the 101 Corridor Action Committee in all decision-making regarding the NWPRR right of way. A joint powers agreement currently governs the relationship of GGBHT District, County of Marin, and Marin County Transit District, which comprise the NWPRR row Task Force.

The cost efficiency of the system is critical as public transit systems typically operate at a deficit and are subsidized through public funds. As an example, the Golden Gate Bridge Highway and Transportation District bus service is a relatively efficient system with a high fare box return; however, the district requires a 33% to 39% subsidy to cover operating costs. In the past ten years, three local tax measures to fund transit have been rejected by Marin voters. Cost efficiency is also important due to the extended/dispersed service area of the future transitway. The long slender service area has relatively low density development and a number of undeveloped/undevelopable areas that must be crossed to provide the needed service.

The convenience of the system is critical to establishing good ridership. Frequent two-way service is essential to provide a reliable, competitive alternative to automobile travel. The adverse long term effects on ridership and short term effects on highway operations must be included in any evaluation of one-way system alternatives.

Safety of the system is the final key ingredient to the selection. The system must provide a safe alternative to attract riders, and to minimize system liability.



## ***Transitway Design***

The following discussion describes an acceptable transitway design through San Rafael which will be used as a standard for evaluating alternatives.

### ***Bellam Boulevard Overcrossing***

The existing structure over Bellam Boulevard is relatively narrow and does not provide adequate width alongside the street for sidewalks and bicycle paths. Operational needs dictate that the structure be widened to provide sufficient width for sidewalks and bicycle paths since Bellam Boulevard is a major route for children in the East San Rafael neighborhood going to and returning from Davidson School and other persons with origins and destinations to the west.

### ***Andersen Drive/ Francisco Blvd. West***

The extension of Andersen Drive from Francisco Boulevard West to Lindero or A Street in downtown San Rafael is a proposed transportation improvement. That extension will connect East Sir Francis Drake Boulevard to the Second and Third Streets and Miracle Mile major arterials. The Northwestern Pacific Railroad right-of-way crosses the proposed extension of Andersen Drive near its relocated intersection with Francisco Boulevard West. Since Andersen Drive is projected to be a high volume, five lane thoroughfare providing significant relief to Highway 101, and the Northwestern Pacific Railroad right-of-way crosses it at an oblique angle, the transit facility developed on the Northwestern Pacific Railroad right-of-way would interfere with the efficient operation of Andersen Drive and vice-versa unless a grade separated crossing is provided. Such grade separation would require continuing the existing elevated status of the Northwestern Pacific Railroad right-of-way from its crossing at Bellam Boulevard to northerly of the Andersen Drive extension, a distance of approximately 1,200 feet.

### ***Rice and Irwin Streets***

Fully protected grade crossings are acceptable at these two locations.

### ***Francisco Boulevard West, Second Street, Third Street, Fourth Street, Fifth Avenue and Mission Avenue***

Efficient roadway operations dictate that the transitway be elevated from Francisco Blvd. West north to Mission Avenue. Elevation will minimize conflicts between the transitway and the local street system. Francisco Boulevard West, Second, Third and Fourth Streets and Fifth Avenue are all part of the Federal Aid Urban Street Network. Second, Third, Fourth and Fifth are primary east/west corridors in central San Rafael. The existing average annual daily (ADT) volumes on these streets ranges from 8,000 to 35,000 vehicles.

At Francisco Boulevard West there is an oblique grade crossing just 200 feet south of Second Street. The Second, Third, Fourth, Fifth and Mission crossings are all closely spaced along the transit corridor creating a series of short blocks on the City street system without the ability to provide adequate storage between signalized intersections. Adverse impacts to streets and transit use resulting from at grade crossings are:

1. Interruptions in sequential signal timing which would increase delay and pollution.
2. Accidents due to high speed cross traffic and lack of storage in short blocks.
3. Significant delay on the transit line which will limit its attractiveness.

It is anticipated that the only way to avoid adverse impacts to traffic in the downtown area is to elevate the transit facility in a manner similar to the existing freeway. Transitway alignment north of Mission Ave. also has the potential to adversely affect residential properties unless noise and other impacts are adequately mitigated.

Operation of transit service on the NWPR right-of-way will be effective only with concurrent operation of the proposed new downtown transit center at Hetherton between Second and Third Streets. To fully integrate the Northwest Pacific Railroad right-of-way transit use with local feeder routes, minimize downtown traffic and parking congestion and provide a useful alternative for employees/employers trying to achieve a higher level of Transportation Systems Management, the transit center will have to provide integration of the feeder systems and appropriate "kiss and ride" facilities. If the Downtown Transit Center is developed prior to the transitway, it should be designed and developed so that it can be coordinated with later transitway development.

#### *Pacheco Street, Paloma Avenue*

Fully protected grade crossings are acceptable at these locations.

#### *North San Pedro Road*

Operational characteristics of the roadway will make a fully protected grade crossing at this location acceptable. Due to the parallel Los Ranchitos right-of-way and Northwestern Pacific Railroad right-of-way, careful design work will be required to minimize potential conflicts between transit use on the railroad right-of-way and vehicular use on the street system. A similar situation exists at the Rice Street crossing. By compressing the physical design as much as possible and coordinating signal phasing, conflicts can be minimized.

#### *Merrydale Road Extension North*

The City's circulation system cannot accept an extension to Merrydale Road northerly to connect to the proposed Merrydale Overcrossing. It is highly unlikely that a new grade crossing would be granted by the PUC. A structured overcrossing would then need to be designed with cost, time and visual impact implications and potential loss of access to adjacent properties. A Merrydale Road connection would significantly adversely affect traffic operations at the North San Pedro/Merrydale Road intersection and the southbound 101 ramps, causing them to not operate acceptably. Merrydale Road is not an appropriate connector to Lincoln Avenue for these and other reasons: buses cannot easily handle the southbound Merrydale grade up Puerto Suello hill; and many residences taking direct access off of Merrydale Road may be adversely affected. Los Ranchitos Road also connects more efficiently with other arterials to provide a major north-south connector west of Highway 101.

#### *Civic Center Drive*

A fully protected grade crossing at Civic Center Drive is an acceptable design. This grade crossing will need design integration with the proposed signalized intersection at the Civic Center Drive/east side arterial roadway (McInnis Parkway). The design of this signal and its operation is expected to be similar to the Rice Drive crossing and the North San Pedro Road crossing since the transit line will be immediately adjacent to an arterial street. McInnis Parkway is expected to ultimately extend from Civic Center Drive north to Smith Ranch Road, Silveira/St. Vincent's, Hamilton, and perhaps as far north as Highway 37 or beyond.

### *Smith Ranch Road*

The railroad right-of-way crosses Smith Ranch Road near the entrance to McInnis Park. A fully protected grade crossing at this location is acceptable. The specific design of the intersection must provide acceptable operations for the east side arterial roadway (McInnis Parkway and Silveira Parkway) which is expected to cross the Northwestern Pacific Railroad right-of-way at or near the intersection with Smith Ranch Road. The 101 Action Program Phase II needs to evaluate this intersection and the location of the eastside arterial in detail.

### *Noise*

In addition to the circulation considerations listed above, there are potential noise conflicts between the proposed bus route and adjacent residential uses from Mission Avenue to the northern San Rafael city limit. Detailed noise investigations are necessary to assess the need for sound attenuation measures. Further discussion is in the Noise Background section of the Plan.

### *Stations/Feeder Routes*

The Golden Gate Bridge, Highway and Transportation District Transitway Report also identifies potential transit stations in San Rafael at Andersen Drive, Downtown San Rafael, Civic Center Drive, Smith Ranch Road, and Silveira/St. Vincent's. Although the report does not describe the service facilities which will be required to feed the stations, a feeder bus and/or a jitney service is deemed necessary to minimize impacts on the local street systems and improve the access to this proposed main line system. Local feeder systems will be particularly important in employment areas such as East San Rafael, Downtown and Northgate. Without such feeder service, employees in those areas will probably not use the transitway due to its distance from employment centers.

It is essential that the Andersen Drive station be elevated since the transitway will be elevated in this area. Feeder bus service to this station, particularly for the East San Rafael neighborhood, will be required since the employment area extends approximately 1-1/2 miles from the station.

A major Downtown transportation center to provide a central transfer location for Golden Gate and local transit and para-transit operators is proposed for the eastern half of the block bounded by Second, Third, Hetherton and Lincoln. Consistent with the studies for the Downtown transportation center and the City's desire to see elevated street crossings through the Downtown area, it is necessary that the Downtown San Rafael station be an elevated station without extensive park and ride facilities. Feeder bus service to this major station is essential to minimize single-occupancy vehicle use in this congested area and patronage by employees from the linear Downtown area stretching mostly to the west.

The Civic Center Drive station is to be at grade with park and ride facilities. The right-of-way for this station will have to be acquired from the County of Marin, Civic Center North, or Civic Center Plaza projects. Feeder bus/jitney service for the Civic Center and other Northgate employment centers is essential to capture potential riders from these areas.

The Smith Ranch Road and Silveira/St. Vincent's stations are potential stations. The Smith Ranch Road station is up to 1 mile from major employers, so a feeder system is necessary. The St. Vincent's/Silveira station will serve principally residential areas. Therefore, park and ride facilities are appropriate at this location.



### *Bicycle Lane Use of Transitway*

Due to the unique opportunity for a continuous bicycle route serving the County and adjoining cities, the San Rafael General Plan designates the Northwestern Pacific Railroad right-of-way as a desirable corridor for development of a bicycle lane in conjunction with transit. This designation is not intended to preclude transit use. It is necessary that adequate separation be provided between bicyclists and transit vehicles.

### *Maintenance of At-Grade Crossings*

Assignment of operational authority and maintenance responsibilities for the upkeep of all at-grade crossings to an appropriate agency is essential. An adequate regional funding program to insure maintenance of such items as pavement resurfacing, signals, grade crossing protection, signs and pavement markings is a necessary component of the overall transitway development program.

### *Parallel Arterials*

The proposed ultimate highway configuration is expected to be able to carry up to 9,000 vehicles per hour. The transitway will probably carry 1,500 to 2,000 persons per hour based on existing bus ridership in Marin and data from the suburban extension of the San Diego light rail system. The expected highway and transit improvements leave up to 2,700 PM peak hour trips over and beyond Level of Service D operation capacity.

It is estimated that even with the proposed ultimate highway configuration of 6 lanes, 2 HOV lanes, and auxiliary lanes in the San Rafael area and a fully operational transitway, the volume of predicted traffic will result in a level of service of F. This traffic includes a high percentage of local trips that use the freeway to travel from southern to northern San Rafael and vice versa due to the lack of alternative surface street connectors. The high percentage of local trips and the fact that those trips are forced to compete with long distance trips for the use of Highway 101 in areas such as the Cal Park Hill, Puerto Suello Hill and Marinwood Hills emphasize the need to provide alternate routes for local travel. For example, approximately 20% percent of the evening peak trips produced in Downtown San Rafael are projected to be traveling to destinations in northern San Rafael. These trips are currently forced to use Highway 101 to cross Puerto Suello Hill, while the extension of Lincoln Avenue to Los Ranchitos Road has the potential to provide a quick, convenient alternative. Andersen Drive and its extension to Downtown; Lincoln Avenue and its extension to Los Ranchitos Road; and the development of the east side arterial (McInnis Parkway) and its extension to Novato are all identified in Policy C-8 as primary arterials that parallel Highway 101 and can accommodate local trips and provide relief to Highway 101 operations.

The highway and parallel arterials operate as a corridor system. The high percentages of relatively local trips also emphasize the need for interchange improvements to be considered and incorporated into projects involving improvement of Highway 101 mainline segments. If interchange and local street improvements do not keep pace with corridor improvements, there will be a tendency for corridor trips to lengthen as commuters avoid congested areas and divert from local streets to the Highway and from the Highway to local streets depending on local conditions. The overload in longer trips will increase congestion throughout the corridor system.

### *Funding*

The Highway 101 Corridor Action Committee Phase I work identifies approximately \$945 million to \$1282 million in improvements that will be needed throughout the corridor. Several of the major projects, including the improvement of the Northwestern Pacific Railroad right-of-way as a transitway, extension of

the High Occupancy Vehicle (Carpool) lane from Larkspur to Santa Rosa, and the development of parallel arterial roadways, directly affect San Rafael. Of the \$945 million to \$1282 million in improvements, approximately \$610 million to \$800 million are for projects within Marin County. Half of that cost is for projects connecting Marin to San Francisco and to Sonoma Counties . Approximately \$286.8 million to \$358.5 million are for projects within or connecting to San Rafael . The two major projects most directly involving San Rafael are the Northwestern Pacific Railroad right-of-way transitway and High Occupancy Vehicle lanes through Central San Rafael.

Federal and State highway, urban street, and transit funding programs are expected to generate approximately \$509 million over the next 20 years and approximately half of that funding or \$250 million will need to be used for transit systems operations. Therefore, only \$250 million of the \$600-800 million can be expected to be funded from outside sources, and the remaining very significant amount will need to be locally generated. The relative effectiveness of various funding alternatives available to the County is as follows:

### **Revenue Generation from Alternative Funding Sources**

(Marin County, in Millions of Dollars per Year)

Total All Sources	1/2 Cent Sales Tax	1 Percent Motor Vehicle Sales Tax	1 Cent/Gallon Motor Vehicle Fuel Tax	1/4 Percent Vehicle License Fee Surcharge
\$12.6	\$9.3	\$0.9	\$0.8	\$1.6

Source: Phase I Highway 101 Corridor Plan and Program

## **LOCAL AREAS**

Residential neighborhood streets and intersections function at Level of Service C or better, with most being at A and B conditions. With few exceptions, the City's interchanges, major and minor arterials and intersections all function at Level of Service D or better during peak periods and substantially better during off peak times. Off peak traffic volumes are typically 50 to 70% of peak period volumes, which are at least 2 Levels of Service better. Proposed improvements will be funded through a combination of Federal, Regional, City, Redevelopment and new development funds. The following sections describe the specific operation techniques, local improvements and funding programs for each of the major areas in San Rafael. It is recognized that minor design modifications may occur to identified projects as a result of subsequent design studies: these descriptions are not intended to preclude such modification.

### ***St. Vincent's/Silveira/Northgate***

The Marinwood interchange operates at Level of Service A in the PM peak period. Additional proposed development on the St. Vincent's/Silveira properties would contribute sufficient traffic to eventually result in Level of Service F operation. Improvements to this interchange, including widening the overcrossing and signalizations, are fairly major and will require significant State involvement. Master planning for Silveira/St. Vincent's will need to detail how those properties will provide and fund their fair share of needed improvements.

The Smith Ranch Road/Lucas Valley Road interchange operates at Level of Service D and there is sufficient development approved to result in Level of Service D/E operation. Development of other additional projects could result in Level of Service E and F operation. The major improvement needed in this interchange is the construction of new southbound on and off ramps. This improvement has been



included in the Proposed State Transportation Improvement Program (STIP) as a locally funded improvement to be constructed in 1991. Since the project is locally funded, the schedule could be compressed to 4 years. The project includes right of way acquisition.

The Manuel Freitas Parkway interchange operates at Level of Service D/E. Additional development would contribute sufficient traffic to result in Level of Service F operation. Sufficient development to result in Level of Service E operation has already been approved. As part of their approval, the projects which would create Level of Service E operations were required to complete funding for the construction of the Merrydale Overcrossing and a new direct northbound on ramp. The northbound ramp and Merrydale Overcrossing are the major improvements needed to insure Level of Service D operations with buildout of Northgate area development. This funding was accomplished through the creation of an assessment district involving the Civic Center North and Civic Center Plaza properties. The Merrydale Overcrossing and northbound ramps at Freitas are included in the State Transportation Improvement Program, are fully funded, the project study report and environmental documents have been drafted and preliminary design work is underway. Final California Transportation Commission (CTC) approval for construction is expected in September, 1988. Construction of the project is expected to take two years once final CTC approval occurs.

The North San Pedro Road interchange operates at Level of Service C or better. Major additional development not included in prior plans (St. Vincent's/Silveira, Marin Ranch Airport, Civic Center office expansion, etc.) would result in Level of Service E or F operation of the local intersections at North San Pedro Road and Merrydale Road and at Civic Center Drive and North San Pedro Road. The improvements needed in this interchange are relatively minor and will not require substantial State involvement. The Civic Center Drive/North San Pedro Road intersection modifications may involve modifications to current access to the Civic Center.

### *Roadway Construction Projects*

The street system improvements needed to serve the St. Vincent's/Silveira/Northgate area are as follows:

1. **Marinwood Overcrossing.** Widen the overcrossing to 4 lanes with curb, gutter, sidewalk and bicycle paths on each side. This improvement to be fully funded by a local area-wide funding program. The projected cost of this improvement is \$1,250,000.
2. **Northern Loop Roadway.** A 2 lane loop road connector from the North Redwood Road/St. Vincent's intersection to the St. Vincent's Drive/McInnis Parkway intersection. This development is to be fully funded by the development adjoining the roadway.
3. **St. Vincent's Drive.** A 2 - 4 lane east/west roadway extending from the interchange to the proposed McInnis Parkway. This development is to be fully funded by the development adjoining the roadway.
4. **Silveira Drive.** A 4 lane east/west roadway extending across the Silveira property from North Redwood Road to the proposed McInnis Parkway. This roadway is to be fully funded by the development adjoining the roadway.
5. **North Redwood Road Extension.** A 2 - 4 lane minor arterial paralleling Highway 101 and extending from Smith Ranch Road to the Marinwood interchange. The 2 lane section is to be widened to 4 lanes from about the midpoint between the Lucas Valley and Marinwood interchanges where a future connector road will intersect North Redwood Road. The initial 2 lane section is to be the responsibility of the development adjoining the roadway. The cost of widening to a 4 lane section is to be divided between area-wide (3/4) and regional (1/4) funding programs. The cost to the local area-wide transportation improvement program is projected to be \$2,100,000.



6. **Eastside Arterial (McInnis Parkway).** A 3 (2 through and 1 turning lane)-4 lane primary arterial paralleling Highway 101 and extending adjacent to the Northwest Pacific Railroad right of way from Civic Center Drive to the northern limits of the San Rafael Planning Area. The initial 3 lane section is the responsibility of the development adjoining the roadway. Although development within the City can be satisfied with 2 through lanes, diversions from Highway 101 will eventually require 4 through lanes for the entire length of the parkway. Therefore, development approvals in this area will allow for eventual widening. The cost of widening to a 4 lane section is to be divided between area-wide (3/4) and regional (1/4) funding programs. The projected cost to the local area-wide transportation improvement program is projected to be \$4,950,000.
7. **Lucas Valley Road/Los Gamos Drive/Smith Ranch Road/Highway 101.** A direct southbound Highway 101 off ramp intersection with Lucas Valley Road at Los Gamos Road and a loop southbound on ramp for westbound Lucas Valley Road traffic, including minor restriping and widening at the Smith Ranch Road/Northbound ramps as identified in the 1991 Northgate Traffic Model Update. This improvement is to be fully funded by a local area-wide transportation improvement program. The projected cost of this improvement is \$4,200,000.
- 7b. **Smith Ranch/Redwood.** Addition of a westbound through lane and reconfiguration of the northbound approach to provide one through lane and two left-turn lanes instead of one right turn lane, one shared through/left and one left turn lane. The additional westbound through lane, which would be the third lane in the westbound direction, could drop off at the Highway 101 northbound ramp. This improvement, estimated at \$30,000 (1991 dollars) is to be fully funded by a local area-wide transportation improvement program.
8. **Civic Center Drive.** Widen the roadway between the Manuel Freitas Parkway and North San Pedro Road intersection to 4 lanes with curb, gutter and sidewalk on each side. This improvement is to be fully funded by a local area-wide transportation improvement program. The projected cost of this improvement is \$1,400,000.
9. **Las Gallinas Avenue.** Improvements to portions of this roadway between Freitas Parkway and Merrydale Road will include parking removal to provide a four lane section. This improvement is to be fully funded by a local area-wide transportation improvement program. The projected cost of this improvement is \$190,000.
10. **Merrydale Road/North San Pedro Road.** Widening of Merrydale Road between North San Pedro Road and the Highway 101 southbound ramps to 3 lanes so there is one lane southbound and two lanes northbound to include one through lane and one right turn only lane to serve the southbound onramp. Widening North San Pedro Road between Merrydale Road and the highway overpass to 4 lanes so that there is one lane eastbound, three lanes westbound to include one left turn lane, one through lane and one right turn lane. In addition, widening of North San Pedro at the 101 northbound ramps to provide an additional westbound through lane. No right of way is needed. This improvement is to be fully funded by a local area-wide transportation improvement program. The projected cost of this improvement is \$110,000 plus \$50,000 (1991 dollars).
11. **North San Pedro Road/Civic Center Drive.** Widen approaches to this intersection to provide for double southbound right turn lanes and double eastbound left turn lanes. This project may involve substantial modification to the southernmost entrance roadway to the Civic Center complex. This improvement is to be fully funded by a local area-wide transportation improvement program. The projected cost of this improvement is \$110,000.
12. **Manuel Freitas Parkway/Highway 101.** A direct northbound on ramp serving traffic from Redwood Highway and Civic Center Drive, channelization of the intersection to prohibit left turns across the existing northbound off ramp and related improvements needed to signalize the Civic Center Drive/Freitas/101 intersection. This improvement is funded by the Civic Center North, Civic Center

Plaza and Northgate East, the City of San Rafael, area transportation improvement programs and Federal Aid Primary and ISTEAFunds. (Fully funded)

13. **Merrydale Road Overcrossing.** Construct an overpass over Highway 101 between Las Gallinas Avenue and Civic Center Drive utilizing the northern end of Merrydale Road. This improvement is funded by Civic Center North, Civic Center Plaza and Northgate East, transportation improvement program, the City of San Rafael and Federal Aid Primary Funds. (Fully funded)
14. **Lincoln Avenue Extension.** Extend Lincoln Avenue as a 3 lane (2 northbound, 1 southbound) street to connect the existing Lincoln Avenue to Los Ranchitos Road. This improvement is needed as a parallel to Highway 101. The ultimate 2.65 million improvement cost is to be split 72% from regional funds, 19% from the Northgate/North San Rafael area transportation improvement program and 9% from the Downtown transportation improvement program. The cost to the Northgate/North San Rafael area improvement program is \$500,000. This amount is in addition to the \$250,000 share that the Downtown area transportation improvement program will contribute.
15. **Los Ranchitos Road Widening.** Widen to provide three lanes (2 northbound and 1 southbound from the Lincoln Avenue extension to North San Pedro Road. This improvement is needed as a parallel to Highway 101. The cost of this improvement is to be divided between regional funding(1/4) and the local area transportation improvement program(3/4). The cost to the local program is \$870,000.
16. **Los Ranchitos Road/North San Pedro Road.** Realign and signalize the intersection. The turn lanes from North San Pedro Road to Los Ranchitos Road must be realigned to provide better storage. This improvement is to be fully funded by the local area transportation improvement program. The cost is projected to be \$110,000.

#### *Traffic Signalization*

1. St. Vincent's Parkway/North Redwood Road	(\$110,000)
2. St. Vincent's Parkway/McInnis Parkway	(\$ 85,000)
3. St. Vincent's Parkway/Highway 101 northbound ramps	(\$110,000)
4. St. Vincent's Parkway/Miller Creek Road/Highway 101 southbound ramps	(\$110,000)
5. Silveira Drive/North Redwood Road	(\$110,000)
6. Silveira Drive/McInnis Parkway (eastside arterial)	(\$110,000)
7. Lucas Valley Road/Los Gamos/Highway 101 southbound off ramp	(\$110,000)
8. Redwood Highway/Smith Ranch Road	(\$110,000)
9. Redwood Highway/Paul Drive	(\$110,000)
10. Redwood Highway/Professional Center Parkway	(\$110,000)
11. Civic Center Drive/Redwood Highway/Highway 101 northbound off ramp	(\$110,000)
12. Civic Center Drive/Merrydale Road Overpass	(\$ 85,000)
13. Merrydale Road Overpass/Las Gallinas Avenue	(\$110,000)
14. Las Gallinas Avenue/Nova Albion	(\$110,000)
15. Northgate Drive/Los Ranchitos Road	(\$110,000)
16. Civic Center Drive/McInnis Parkway	(\$ 85,000)
17. Coordination equipment for signal system	(\$212,000)
18. Del Presidio/Las Gallinas	(\$110,000)

For several years, Northgate and tributary area projects have paid traffic mitigation fees for needed area-wide improvements. New development projects and projects with intensified traffic in the St. Vincent's/Silveira, Northgate and tributary areas would continue to pay a prorated share of the subregional improvement costs based on their share of the total number of trips expected to be generated. If City



Capital Improvement Program funds, federal funds or other funding becomes available, projected fees could be adjusted proportionately. The prorated fee would be based on the following formula:

$$\begin{aligned} \text{Traffic Mitigation Fee} = & \quad \text{a project's peak hour trips} \\ & \times \text{the cost of new improvements (\$17,830,000)} \\ & - \$2,137,000 \text{ unused fees previously paid or promised} \\ & \quad \underline{(\$15,693,000)} \\ & \text{total trips paying (7,169)} \end{aligned}$$

For typical development this formula would result in a (preliminary) fee of \$2189 per PM Peak Hour Trip. Peak hour trips are identified in the Trip Rate Chart. Trip fees for retail uses would continue to be charged at 40% of the total amount, as established in the Northgate Plan.

The fees are estimates based on September, 1986 dollars. They will be adjusted according to the Lee Saylor Construction Index to take into account changes in construction costs from the date of the estimates to the date fees are paid.

### **PEAK HOUR TRIP RATES** **Northgate/St. Vincent's/Silveira**

Apartments and Condominiums <1000 sq. ft.	0.85 trips/ unit
Single-family Detached, Apts., Condos >1000 sq. ft.	1.0 trips/ unit
Senior Housing	0.2 trips/ unit
Specialty Retail	3.3 trips/ 1000 gross sq. ft.
Northgate Mall	3.3 trips/ 1000 gross sq. ft.
General Retail	12.0 trips/ 1000 gross sq. ft.
Office	2.2 trips/ 1000 gross sq. ft.
Light Industrial/Office (max. 25% office in a project)	1.4 trips/1000 gross sq. ft.
Medical Office	2.79 trips/ 1000 gross sq. ft.
Hospital	1.72 trips/ 1000 gross sq. ft.
Hotel/Motel	0.73 trips/ room

### ***Downtown***

A new Downtown/East San Rafael traffic model was prepared for the 1995 Downtown General Plan amendment. The method used for level of service analysis was different than that used for the 1988 Plan. The number of intersections analyzed was expanded, and some relatively minor additional circulation improvements were identified as being needed for Downtown at some point in the future. The results for Downtown are shown on maps GP-14d (1995 Baseline Intersection Operations for Downtown) and GP-15-d (1995 Projected Traffic Conditions for Intersections). The changes to improvements include:

- an additional lane on Second Street starting 400 feet west of Lincoln to Hetherton.
- extension of the northbound right turn lane on Francisco Blvd. West at Second to approximately 360 feet south of the intersection.
- provision of an exclusive northbound right turn lane on Lindero south of Second Street.
- a signal at Mission and "B" Street.
- deletion of the realignment of Mission at "B" Street.

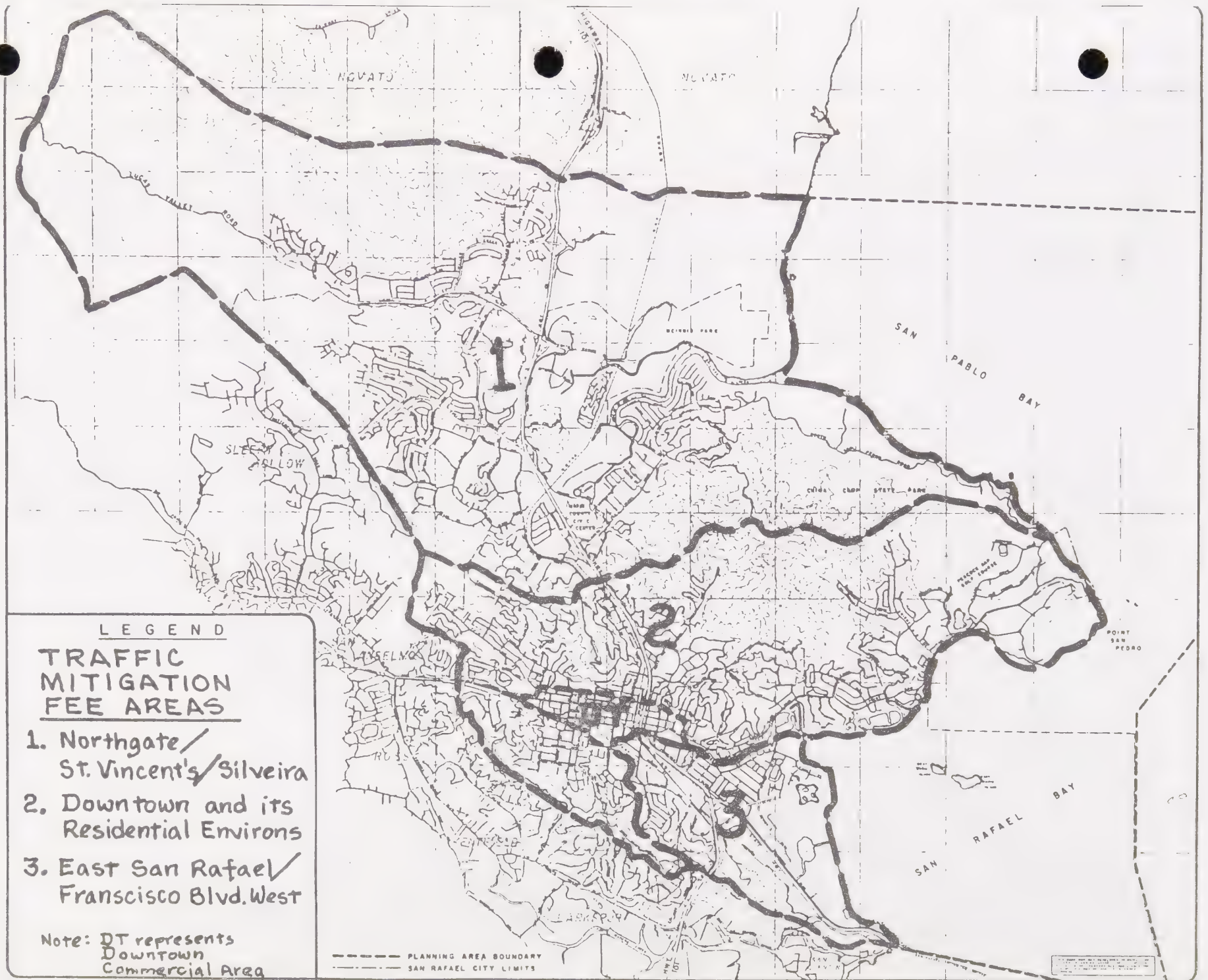
The City is currently preparing an updated Northgate Area Traffic Model with a consistent methodology. After this Model is completed, the City will be revising the Circulation Element. Specific changes and updates to the Circulation Background and maps will be made on an overall City-wide basis.



July 1, 1996

San Rafael General Plan -  
Circulation Background

CircB - 21



In 1986, traffic operations throughout the Downtown area are generally at Level of Service C and D with several important intersections which feed the Irwin Street ramps operating at Level Of Service E/F. The major improvement needed to relieve this congestion is a new auxiliary lane on northbound Highway 101 from the head of the Irwin Street onramp to Puerto Suello Hill which is under construction and should be complete by the fall of 1987. Additionally, the Lincoln-Los Ranchitos connector, which is the major long term improvement benefiting Downtown is being discussed as a potential project for inclusion in the State Transportation Improvement Program (STIP) in 1987 as a project to be constructed in the next few years. As the 101 auxiliary lane should restore Level of Service D operation, development in the Downtown is not constrained. The City will continue to permit infill development generally consistent with existing development intensities in the Downtown and tributary areas. However, ongoing monitoring of Lincoln and Irwin intersections will be needed to insure acceptable traffic operations over time. If the Lincoln-Los Ranchitos connector takes significantly longer to construct than expected, lower levels of service could result and eventually affect Downtown development. Planned Downtown improvements are relatively affordable and involve no other agencies. With payment of Downtown traffic mitigation fees, Downtown road improvement projects would be included in the City's Capital Improvement Program as they are needed.

The following listing identifies those improvements needed to maintain acceptable operations on the Downtown Street System:

#### *Roadway Construction Projects*

1. **Lincoln Avenue Extension.** Extend Lincoln Avenue as a 3 lane (2 north, 1 southbound lane) street to connect to Los Ranchitos Road. This improvement is needed as a parallel to Highway 101. 72% of the cost of this improvement is designated as regional responsibility, 19% from Northgate and 9% from Downtown. The cost for the Downtown area transportation improvement fund is \$250,000 which will be added to the Northgate/North San Rafael improvement fund and regional funds. (NOTE: the extension was completed in 1990; the widening has not been completed as of 1995.)
2. **Lincoln Avenue Widening/Parking Replacement.** Remove parking from the street to provide two northbound and one southbound lanes. The parking should be replaced in off street lots. This improvement is needed as a parallel to Highway 101. Half the cost of this improvement is designated as a regional responsibility and the other half is a Downtown area funding responsibility. The cost for the local area transportation improvement is projected to be \$900,000.
3. **Mission Avenue and Lincoln Avenue.** Widen the northbound approach to provide a left turn, right turn and two through lanes. This improvement is to be fully funded by the Downtown area transportation program. The improvement is projected to cost \$110,000.
4. **Lindero Street.** Realign the segment between Second and Third Streets to match the alignment of Loutens at Third Street. This improvement is to be fully locally funded by the Downtown area transportation improvement program. The cost of this improvement is \$130,000.
5. **Second Street.** Widen Second Street from 400 feet west of Lincoln Avenue to Hetherton, and extend the northbound right turn lane on Francisco Blvd. West south of Second Street.

#### *Traffic Signalization (to be funded by the Downtown area program)*

1. Court/Mission (\$85,000)
2. Mission/"B" Street



## *Funding of Downtown Improvements*

Due to funding limitations, the City will not be able to directly pay for proposed Downtown roadway improvements. New development projects and projects with intensified traffic in the Downtown and its tributary residential areas would pay a prorated share of the subregional improvement costs based on their share of the total number of trips expected to be generated. If City Capital Improvement Program funds, federal funds or other funding becomes available, projected fees could be adjusted proportionately. The prorated traffic mitigation fee would be based on the following formula:

$$\text{Traffic Mitigation Fee} = \frac{\text{a project's peak hour trips} \times \text{the cost of new improvements (\$1,530,000)}}{\text{total trips paying (2245)}}$$

For typical development this formula would result in a (preliminary) fee of \$682 per PM Peak Hour Trip. Peak hour trips are identified in the Downtown and East San Rafael/Francisco Blvd. West Trip Rate Chart. Trip fees are proposed to be discounted for retail uses as in Northgate. The fees are estimates based on September, 1986 dollars. They will be adjusted according to the Lee Saylor Construction Index to take into account changes in construction costs from the date of the estimates to the date fees are paid.

### **PEAK HOUR TRIP RATES Downtown and East San Rafael/Francisco Blvd. West**

Apartments and Condominiums <1000 sq. ft.	0.85 trips/unit
Single Family Detached, Apts., Condos >1000 sq. ft.	1.0 trips/unit
Senior Housing	0.2 trips/unit
Specialty Retail	2.0 trips/1,000 gross sq. ft.
General Retail and Neighborhood Commercial	4.8 trips/1,000 gross sq. ft.
Grocery Store	6.9 trips/1,000 gross sq. ft.
Auto Dealer	4.0 trips/1,000 gross sq. ft.
Office	2.65 trips/1,000 gross sq. ft.
Light Industrial/Office (max. 25% office in a project) and Industrial	1.4 trips/1,000 gross sq. ft.
Hotel/Motel	.73 trips/room

### **East San Rafael/Francisco Boulevard West**

The I-580/101/Bellam Blvd. interchange currently operates at Level of Service C and there is sufficient development proposed to result in Level of Service E operation. Proposed improvements to this interchange are major and will require significant State, MTC, and County involvement to get the project included in the State Transportation Improvement Program (STIP) and to have the project study report and design approved. Since these improvements are not yet in the STIP, no preliminary schedule even exists to project when these improvements will be built.

Major residential and employment developments are in the area tributary to the interchange, and a number of significant City Redevelopment projects are also proposed for the area tributary to the interchange. The Redevelopment projects include the development of affordable housing on the City owned site on Bellam Blvd., an automobile sales center, and several proposals for major specialty retail sales businesses. Many of the private and City redevelopment projects could use a significant portion if not all of the remaining capacity within Level of Service D.

Phasing of transportation improvements to precede development is a major issue in East San Rafael as well as in the rest of the City. Traffic from all development in East San Rafael and Francisco Blvd. West



is tributary to the I-580/101/ Bellam interchange. General Plan policy establishes the midpoint of Level of Service D as the standard for local street operations. The I-580/101/ Bellam interchange in January, 1987 operated at the low end of Level of Service C including traffic from fully approved projects under construction or near completion. A number of projects had partially completed the permit approval process, prior to the General Plan moratorium. The projected traffic from all of these projects would produce Level of Service E conditions at the Bellam interchange. The projects are as follows:

- |                                    |                             |
|------------------------------------|-----------------------------|
| • Spinnaker on the Bay Phase 1     | End of Bellam Blvd.         |
| • Spinnaker on the Bay Phases 2,3  | End of Bellam Blvd.         |
| • Dalecio retail/office use permit | Kerner Blvd. @ Piombo Place |
| • Andersen Business Park Phase 2   | 1111-1151 Andersen Drive    |
| • Andersen Business Park Phase 3   | 1111-1151 Andersen Drive    |
| • Bayview Business Park Phase 2    | Kerner Blvd. @ Pelican Way  |
| • Spinnaker Point Phase 5          | East Canal Street           |

These conditions make it apparent that, in the near future, limited capacity remains for a finite number of competing projects. Choices need to be made relative to which projects provide the greatest benefit to the City and should be allowed to proceed to construction before interchange improvements can be guaranteed.

Phase I interchange improvements at I-580/101/Bellam Blvd. would allow approximately half of all remaining potential development at acceptable operating conditions. The City has pursued State and Federal funding for interchange improvements but has concluded it is not likely to be available for 20 years. Therefore, the City has developed Policy C-3 to ensure that an adequate Level of Service is maintained at the important I-580/101/ Bellam Blvd. interchange. The Plan recommends that the City Redevelopment Agency consider reallocating funds from the Andersen Drive extension project to the Phase I Bellam northbound on and off ramp interchange improvements if funding commitments can be secured for the Andersen Drive extension project.

The relative priorities of the Bellam Interchange improvements and Andersen Drive northerly extension have been evaluated. Bellam improvements are mandatory for a significant number of projects east of the freeway. Bellam improvements generally benefit all East San Rafael and Francisco Boulevard West projects. The Andersen Drive extension's greatest value is as a parallel to Highway 101 (as a way to, in effect, add lanes to the bottleneck section of Highway 101 which would benefit communities to the south and north, and in upper and lower Ross Valley and West Marin). The Andersen Drive Extension would also improve access to a limited number of parcels in the Francisco Blvd. West area, provide a more direct access from south San Rafael into Downtown, and improve access to certain Downtown properties. The Francisco Blvd. West access improvements are not an immediate priority based on Plan policy intended to preserve industrial uses in this area. Furthermore, Phase I of the Highway 101 Corridor Study identifies parallel arterials such as Andersen Drive as a regional need. Extension of Andersen Drive to Second and Third Streets could reduce the need for widening 101.

The location of the Andersen Drive western terminus is a further issue. The transportation consulting firm of DKS Associates conducted a traffic study of three alternative terminus locations for the Andersen Drive Extension. The study recommended that the Extension terminate at A Street. The alternative locations of B Street or Lindero were not recommended for the following reasons:

B Street terminus

- a) Would create LOS F conditions at C Street and First Avenue
- b) Would require additional right of way and higher costs
- c) Would have major adverse impacts on the Safeway and Recreation Center sites and on First Street between B and C Streets

#### Lindaro terminus

- a) Would create LOS F conditions at Lindaro and Third Streets without improvements. Even with an additional northbound left turn lane on Lindaro, traffic conditions at Lindaro and Third would be LOS E
- b) Would have adverse pedestrian impacts at the Second and Lindaro redevelopment site

Street improvements needed to serve the East San Rafael/Francisco Boulevard West area are as follows:

#### *Roadway Construction Projects*

1. **Kerner Boulevard Extension.** Kerner Boulevard is to be extended as a major arterial to connect the section ending just south of Irene Street through to its southern terminus on Francisco Boulevard East. The project will involve extending the new 56-foot-wide arterial street from Shoreline Parkway north to the existing section. The typical street section will provide a northbound parking, northbound through, center left turn, southbound through, and southbound parking lanes. Striping the intersections at cross streets to provide a northbound right-turn, northbound through, northbound left-turn, and opposing left-turn, southbound through, and southbound right-turn lanes, and acquiring a 70-foot right-of-way for the proposed street will also be part of this project.

The proposed Kerner Boulevard Extension is the responsibility of those parcels in the immediate vicinity of the street. The Shoreline Industrial Park Assessment District is committed to provide the southern segment of the street, and the Canalways project will be required to provide the northern segment of the street.

2. **New Beach Park/Bay Street.** A new access road is to be constructed to serve Beach Park and provide a consolidated access into the area west of the San Rafael Slough. The project will require constructing a new 36-foot-wide street from Francisco Boulevard East to Beach Park providing parking, sidewalks, and a through lane in either direction; and utilizing the existing City-owned right of way between Annex Motors and Dominic's Restaurant for construction of the new street. The proposed Beach Park access road is projected to cost \$205,250 and be a part of the East San Rafael/Francisco Blvd. West area transportation improvement program.
3. **Reciprocal Access Driveway.** Construct a new 26-foot-wide reciprocal access driveway from the new Beach Park Street to the Harbor Center. The driveway will have a two-way, two-lane section. The driveway is to parallel the San Rafael Canal and intersect the Beach Park Street just southwest of the Dominic's Restaurant building. This project will require development of reciprocal access easements between the seven affected parcels. The reciprocal access driveway is to be a private responsibility of the seven affected properties.
4. **Phase I Bellam Interchange Improvements: Northbound Highway 101/Interstate 580/ Bellam Blvd. Ramps Relocation.** Relocate the northbound Interstate 580 ramps at Bellam Blvd. to reduce the number of competing turning movements in the Highway 101/Interstate 580/Bellam Blvd. interchange and provide better storage between the remaining intersections. The project will involve the following:

#### *Interstate 580*

- Elevate Interstate 580. The grade would begin to rise at Irene Street, reach a +25-foot Mean Sea Level (MSL) height just northwest of the City's drainage channel, and then continue at the elevated height to blend with the existing Bellam Blvd. Overcrossing.
- Construct a new northbound off-ramp. The new off-ramp would begin approximately 650 feet northwest of Irene Street, climb to a +25-foot MSL elevation, cross over the relocated Francisco Boulevard East and then drop to grade to intersect Kerner Blvd. approximately 750 feet south of



the Kerner Blvd./Bellam Blvd. intersection. The on-ramp is to be one lane as it exits Interstate 580 and widened to two lanes before it intersects the Kerner Blvd. on-ramp. The new on-ramp will begin on Kerner Blvd. approximately 750 feet south of the Kerner Blvd./Bellam Blvd. intersection, climb to a +25-foot MSL elevation, cross over the relocated Francisco Blvd. East, and then extend northerly to merge with Interstate 580. The ramp would start at Kerner Blvd. as a two-lane ramp that would merge to a single-lane ramp. The northern extension of the ramp and merge with Interstate 580 will require widening the Bellam Blvd. overcrossing.

- Remove the existing northbound on- and off-ramps.
- Acquire approximately three acres of right of way from AP 9-191-02, 03, 04, 09, 10, 15, 29, and 32 for the proposed ramps and relocation of Francisco Blvd. East.

#### *Francisco Boulevard East*

- Relocate Francisco Blvd. East approximately 100 feet to the east from Castro Avenue to 1133 Francisco Blvd. to accommodate the proposed ramp redesign.

The proposed northbound Highway 101/Interstate 580 /Bellam Blvd. ramp relocation project is estimated to cost \$7,670,000 if constructed as an independent project. One third of the cost this project or \$2,530,000 is included in the East San Rafael/Francisco Blvd. West area transportation improvement program. The full funding of the I-580/101 Bellam Blvd. ramp relocations as a local project is recommended for consideration by the City Redevelopment Agency to be able to insure full funding within a reasonable period of time and guarantee acceptable local operations if other funding sources can be secured for the Andersen Drive extension. Andersen Drive and other parallel arterials to 101 and the Highway 101 southbound off ramp improvements are recommended for a regional funding match to offset possible City funding of this improvement.

5. **Bellam Boulevard.** Due to the proposed design of the northbound I-580/101/Bellam Blvd. ramps and new development, there will be a significant increase in traffic at the Bellam Blvd./Kerner Blvd. intersection. The increased traffic will warrant installation of a traffic signal control at this intersection. This improvement is estimated to cost \$62,000 and is included in the East San Rafael/Francisco Blvd. West area transportation improvement program.
6. **Francisco Boulevard West Extension.** To improve the quality of north-south connections between the Downtown area, Francisco Blvd. West Corridor and East San Rafael, and to provide a longer parallel arterial to 101, Francisco Blvd. West is to be extended northerly from its current terminus at Second Street through to Third Street. This extension will improve the value of Francisco Boulevard West as a major north-south arterial by providing both eastbound and westbound access to and from the area as opposed to the current eastbound access and eastbound exits provided by Second Street. The project will involve construction of a new extension of Francisco Blvd. West from Second Street to Third Street. The proposed street is to have at least a 43-foot paved section from face of curb to face of curb and provide one through lane in either direction and a center northbound left-turn lane. Signals will need to be installed at the Francisco Blvd. West/Second Street intersection and at the Francisco Blvd. West/Third Street intersection. The street extension requires acquisition of a 51+/- foot-wide right-of-way. The required right-of-way will cross through the proposed downtown Transportation Center. The current designs for the Transportation Center provide the needed right-of-way. This improvement is estimated to cost \$935,000 plus \$565,000 land acquisition costs. The full cost is to be funded by the Redevelopment Agency. No cost is charged to the local TIP.
7. **Grand Avenue/Francisco Boulevard East Widening.** Grand Avenue and Francisco Boulevard East are to be widened to provide a three- and four-lane section from Medway Road to Second Street. The



increased number of lanes is needed to provide sufficient capacity for the high projected traffic volumes. The proposed project will involve:

*Francisco Boulevard East from Medway Road to the San Rafael Slough/Harbor Center*

- Restripe the existing street section to provide one lane in either direction and a continuous left-turn lane. This improvement will require the elimination of the existing on-street parking spaces. If the continuous left-turn lane does not sufficiently reduce side friction as traffic volumes increase, the City may restripe the street to provide two northbound lanes and one southbound lane.
- Widen and restripe the intersection at Harbor Street to provide for two through northbound lanes, a southbound left-turn lane, and a through southbound lane.
- Signalize the intersection at Harbor Street or the Harbor Center.
- Acquire an approximate 4-foot by 211-foot-long sliver of right-of-way from Assessor's Parcel 14-182-04 and a similar 4-foot by 150-foot-long sliver of right-of-way from Assessor's Parcels 14-203-10 and 11 for the widening at Harbor Street.

*Francisco Boulevard East from the San Rafael Slough/Harbor Center to Grand Avenue*

- Widen and restripe Francisco Boulevard East to provide two south-bound lanes, two northbound lanes and a parking lane along the northeast side of the street or two northbound lanes, a southbound lane, continuous left-turn lane and parking.
- Signalize the intersection with the Beach Park Access Street.
- Acquire an approximate 16-foot by 1,580-foot-wide strip of right-of way across the Francisco Boulevard East frontage of Assessor's Parcels 14-133-12, 1-152-04, 05, 07, 13, 19, 23, 25, 26, 28, 31, 32, and 33. This widening will require at least partial demolition of buildings at 519-523 and 555 Francisco Boulevard East.

*Grand Avenue from Francisco Boulevard East to Second Street*

- Widen and restripe Grand Avenue from Francisco Boulevard East to the San Rafael Canal to provide two northbound lanes and two southbound lanes.
- Widen and restripe the street over the Grand Avenue bridge to Second Street to provide a northbound right-turn lane, two northbound through lanes and two southbound through lanes.
- Participate in the widening of Second Street at the Grand Avenue intersection. This improvement is described in the Peacock Gap Neighborhood Plan Area Transportation Improvement Program.
- Acquire an approximate 8-foot by 280-foot-wide strip of right-of-way from Francisco Boulevard East to the Grand Avenue bridge and acquire a varying width of right-of-way with an average 23-foot width from the southern end of the Grand Avenue bridge to Second Street.

This improvement is estimated to cost \$5,130,000 and is to be divided equally between the East San Rafael/West Francisco Area Transportation Improvement Program and a regional funding program. The local area improvement cost is \$2,565,000.

8. **Andersen Drive Extension.** The proposed Andersen Drive Extension will function as a major new north-south arterial street between southeast San Rafael and Downtown. The alignment follows the Northwestern Pacific Railroad Spur line right-of-way . Between Bellam Blvd. to Francisco Blvd. West,

the project includes reconstructing and widening Andersen Drive to provide a bicycle lane, three through lanes northbound, a center median, two through lanes southbound, and a bicycle lane. The southbound lanes would be west of the Highway 101 columns and existing street. Additionally, straighten the alignment of Andersen Drive south of Bellam Blvd.; stripe two right-turn lanes from eastbound Bellam Blvd. to northbound Andersen Drive; widen the departure from the intersection with Highway 101 southbound ramps to provide an acceleration lane from traffic exiting Highway 101 and turning south on Andersen Drive; and widen the approach to the intersection with Francisco Blvd. West to provide two through lanes and two right-turn lanes for northbound Andersen Drive traffic. Utilize the existing City Redevelopment Agency's right-of-way for the proposed widening. This will require the termination of leases for temporary uses of the right-of-way. In addition, the left turn storage capacity of Andersen Drive and Sir Francis Drake Blvd. should be evaluated and increased if necessary.

<sup>09</sup> Between Francisco Blvd. West and Lindero Street, the Andersen Drive extension project involves construction of a bicycle lane and two through lanes northbound, and a bicycle lane and through lane southbound; and widening the approach to the intersections with DuBois, Irwin and Lindero to provide two northbound lanes, a northbound left-turn lane, a southbound left-turn lane, and a southbound through lane.

This proposed improvement is estimated to cost \$6,430,000. \$5,500,000 in Redevelopment Agency funds is allocated to this project. The remaining \$930,000 is included in the local transportation improvement program.

9. **Rice Drive Extension.** Extend Rice Drive to connect to Andersen Drive. The extension is to be a two lane, 40 foot wide road in a 60 foot right of way. This extension is to be the responsibility of those parcels facing the extension.
10. **Phase II Bellam Interchange Improvements: New Street/Interstate 580 Crossing and Highway 101/Interstate 580 Southbound Ramp Relocation.** The proposed new street crossing and southbound ramp relocation is to provide an alternate local street crossing of Interstate 580 to the Bellam Blvd. crossing and distribute the traffic loading of the street system over a broader area. There are two significantly different design alternatives available. The first alternative involves the elevation of Interstate 580 and extension of Irene Street southwesterly from its intersection with Francisco Blvd. East and construction of a partial cloverleaf interchange. This alternative provides the best local street improvement but impacts the expansion potential of the Golden Gate Bridge, Highway and Transportation District office/maintenance facility on Andersen Drive. The second alternative involves the construction of a new surface street crossing over Interstate 580 with an elevated partial diamond ramp system. This alternative minimizes the required right-of-way acquisition and provides an acceptable street system. A final selection between the alternatives for the 580 crossing and 101/580 southbound ramp relocation will be made by the City and Caltrans after a detailed analysis of costs, funding commitments, and the Golden Gate Bridge, Highway and Transportation District's needs.

An alternative to an overcrossing in the vicinity of Irene Street was reviewed by City staff: a southern overcrossing of I-580 in the vicinity of the CMSA treatment plant. The original concept for this alternative was to meet Andersen Drive on its present alignment. This alternative has not been recommended for two reasons. First, the location is too far south of Bellam Boulevard to provide a major improvement in traffic capacity in the East San Rafael area, and would benefit a very limited area of development. Second, there is not sufficient distance between Andersen Drive and 580 to build an overcrossing which would have adequate safe stopping sight distance because of the sharp vertical curvature.

An alternative southern overcrossing alignment which would move the present alignment of Andersen Drive to the southwest, providing greater separation between Andersen Drive and I-580 and which

would place Andersen Drive at a higher elevation at the proposed overcrossing location, was also reviewed. This alignment is not recommended for the following reasons:

Traffic Distribution and Capacity: This alternative has the same characteristics as the original southern overcrossing concept. It would provide only a limited increase in capacity.

Geometric Design: The relocation of Andersen Drive would cure the safe stopping sight distance problem created by the sharp vertical curvature. However, it produces adverse grades and horizontal curvature on Andersen Drive itself. The intersection of Andersen Drive and the overcrossing would not have adequate sight distance.

Other Factors: Access to the CMSA treatment plant and the adjoining building on Andersen Drive would be adversely impacted. In addition, major regrading of the hill above Andersen Drive would be required.

The two recommended alternatives would involve the following:

#### *Alternate 1*

##### Interstate 580

- Elevate Interstate 580 from Bellam Blvd. to Irene Street. The grade would begin to rise approximately 1,300 feet southeast of Irene Street and reach a +25-foot MSL height at Irene Street. The highway would then be maintained at the +25-foot MSL height from Irene Street to the existing Bellam Blvd. crossing.
- Construct a new southbound loop off-ramp and straight on-ramp in the southern quadrant of the Interstate 580/Irene Street crossing. The new ramps would both have a single-lane section.
- Modify the existing northbound Highway 101 to Interstate 580 ramp to improve the geometrics of the ramp, and provide a Highway 101 ramp merge with Interstate 580 prior to Bellam Blvd.
- Acquire a minor sliver of right-of-way at the northern end of 18-051-17 to assist in ramp improvement.

##### Gary Place

- Relocate the 300-foot-long northern end of Gary Place approximately 50 feet to the east to accommodate ramp changes.
- Acquire an approximately 50-foot-wide strip of land from Assessor's Parcels 18-051-01, 13, 17 for the relocation of Gary Place.

##### Irene Street Extension

- Extend Irene Street southwesterly from its current intersection with Francisco Boulevard East to connect to Andersen Drive. The street extension would have a four-lane street section.

##### Irene Street and Francisco Boulevard East

- Provide a left-turn, through, right-turn southbound lanes and a through northbound lane on the northern Irene Street approach.



- Provide a left-turn, through, right-turn northbound lanes a through southbound lane on the southern Irene Street approach.
- Widen and restripe to provide a through/right/through, left eastbound and potentially two westbound lanes on the western Francisco Blvd. East approach.
- Widen and restripe to provide a through/right, through, left westbound and an eastbound lane on the eastern Francisco Blvd. East approach.
- Acquire from Assessor's Parcels 18-142-75 and 18-180-22 an irregularly shaped parcel of approximately 156,400 square feet from the extension of Irene Street and proposed Interstate highway ramps.
- Acquire from Assessor's Parcel 18-180-22 a generally triangular shaped approximately 28,000-square-foot parcel for highway on-ramp right-way. This parcel is to be located along the common property line with the City's storm drainage channel.

If constructed in conjunction with the proposed northbound Interstate 580 on/off-ramps, this project would cost \$10,900,000. If constructed independently, the duplication of Interstate 580 paving would add approximately \$260,000 to the area transportation improvement program. The project is to be divided between the East San Rafael/Francisco Boulevard West area transportation improvement program and Federal Aid, State or regional funding. The local area funding program is to provide one third of the funds and regional program two thirds of the funds. The local area cost for this Alternative is \$3,600,000-3,680,000.

#### *Alternate 2*

##### Interstate 580

- Construct a new elevated southbound on- and off-ramp to connect with a new local street crossing over Interstate 580 in a partial diamond configuration. The proposed off-ramp would climb from Interstate 580 to a +25-foot MSL elevation approximately 300 feet south of Irene Street where the off-ramp would intersect the new local street crossing over Interstate 580. The off-ramp would exist from Interstate 580 as a single lane and widen to three lanes at the new local street to provide two left-turn lanes and a right-turn lane. The proposed on-ramp would descend from the new overcrossing to the existing Interstate 580 grade approximately 1,300 feet south of Irene Street. The on-ramp has a single-lane section.
- Modify the existing northbound Highway 101 to Interstate 580 ramp to improve the geometrics of the ramp and provide a Highway 101 ramp merge with Interstate 580 prior to Bellam Blvd.
- Acquire a minor sliver of right-of-way at the northern end of 18-051-17 to assist in ramp improvement.
- Acquire an approximate 41,900-square-foot strip of right-of-way for the proposed ramps from Assessor's Parcels 18-142-71, 75 and 18-180-22. The strip is approximately 1,550 feet long and varies in width up to approximately 40 feet.

##### Gary Place

- Relocate the 300-foot-long northern end of Gary Place approximately 50 feet to the east to accommodate ramp changes.

- Acquire an approximately 50-foot-wide strip of land from Assessor's Parcels 18-051-01, 13, and 17 for the relocation of Gary Place.

#### Local Street

- Construct a new local street crossing over Interstate 580 to connect Kerner Blvd., Andersen Drive and the proposed ramps. The proposed street is to have a four-lane section with two lanes in either direction. The street is to climb from grade at Kerner Boulevard to a +25-foot MSL elevation, cross over Francisco Blvd. East, Interstate 580, intersect the proposed new on- and off-ramps and then descend to Andersen Drive.
- Stripe the intersection of Andersen Drive and the overcrossing to provide one northbound through, two northbound left, and two southbound through lanes on the southern Andersen Drive approach; one eastbound right-turn, one eastbound through/right and two westbound through lanes on the western local street, and one southbound through, one southbound right and one northbound through lane.
- Acquire an approximate 100,000-square-foot right-of-way for the proposed street. The right-of-way would be 80 by 1,250 feet and locally widened where needed for fill slopes. The proposed right-of-way acquisition will require the acquisition and demolition of buildings at 1265 Francisco Blvd. East and 3095 Kerner Blvd.

This alternate is projected to cost \$11,200,000 and is to be divided between the East San Rafael/Francisco Boulevard West area transportation improvement program and Federal Aid, State or regional funding. The local area funding program is to provide one third of the funds and regional program two thirds of the funds. The local area cost is \$3,750,000.

11. **Interconnect.** The traffic signals on Kerner Boulevard and the Interstate 580 crossing are to be interconnected to operate efficiently. This improvement is projected to cost \$150,000 and the cost is included in the East San Rafael area transportation improvement program.
12. **Highway 101 Improvements.** Development within the region will cause Highway 101 to fail unless more lanes are added. Improving the highway can be accomplished first by widening to the standards of the adjoining sections and second by adding an extra auxiliary lane in both directions. This improvement involves the following:

#### *Highway 101 from Sir Francis Drake Boulevard to the I-580/101/Bellam Blvd. Interchange*

- Widen and restripe the highway to provide three through and a high-occupancy vehicle lane in either direction. The Cal Park overhead structure is currently being analyzed to determine whether widening the structure is necessary or modifying the railing will provide enough room for the additional lane.
- Reconstruct the northbound Highway 101 to southbound Interstate 580 ramp to improve the geometrics, and relocate Gary Place.
- Acquire a sliver of right-of-way from Assessor's Parcels 18-051-01, 13, and 17 for the improved geometrics.

#### *From the I-580/101/Bellam Blvd. Interchange to Second Street*

- Widen and restripe the highway to provide three through lanes, a high-occupancy vehicle lane and an auxiliary lane in either direction. The new southbound auxiliary lane was included in the State

Transportation Improvement Program and was constructed in the summer of 1985. The proposed addition of a high-occupancy vehicle lanes will require widening the highway to the west side.

- Reconstruct the southbound Highway 101 to southbound Interstate 580 overcrossing to accommodate the widening of Highway 101 and improve the geometrics of the ramp.
- Reconstruct the southbound on-and off-ramps at Francisco Blvd. West to make the southbound off-ramp lead the on-ramp and extend the on-ramp acceleration lane.
- Acquire a 55-foot wide strip of right-of-way widening to 160 feet at the southern end along the highway frontage of Assessor's Parcels 13-041-36, 13-051-04, 05, 06, 20, 23, and 18-011-06, 32, 41, 54, 57, 58, and 59, and a sliver of right-of-way from Assessor's Parcel 18-012-09 for the on-ramp improvement.

#### *Supplemental I-580/101/ Bellam Interchange to Second Street*

- Widen the highway to provide two auxiliary lanes in either direction and improve the section to meet Federal Highway Administration standards. This section would require the acquisition of approximately 130 to 160 feet of right-of-way across the fronts of Assessor's Parcels 13-041-36, 13-051-04, 05, 06, 20, 23, and 18-011-06, 32, 41, 54, 58 and 59. This improvement is in addition to the initial level of Highway 101 improvement described earlier. The supplemental widening described here is subject to further evaluation as the Highway 101 Corridor Study completes its analysis of the corridor, alternate routes, and alternative modes of transportation.

These improvements are projected to cost up to \$26 million and are to be funded from regional sources.

#### *Funding of Improvements*

Due to City funding limitations the City will not be able to directly pay for the proposed East San Rafael/Francisco Blvd. West roadway improvements. The San Rafael Redevelopment Agency has approximately \$6.7 million in funding committed to East San Rafael improvements. If additional City Capital Improvement Program, Federal Aid, neighborhood assessment district or other funds become available, projected fees will be reduced proportionately.

For new projects and projects with increased traffic the fee will be based on the following formula:

$$\begin{aligned} \text{Traffic Mitigation Fee} = & \text{Project's peak hour trips} \\ & \times \text{the \$10,042,000 cost of new improvements (proposed local share)} \\ & - 1,023,880 \text{ unused fees previously paid or promised} \\ & = \underline{(\$9,018,120)} \\ & \text{total trips paying } (5,290) \end{aligned}$$

For typical development this formula would result in a (preliminary) fee of \$1705 per PM Peak Hour Trip. Peak hour trips are identified in the Trip Rate Chart. The fees are estimates based on September, 1986 dollars. They will be adjusted according to the Lee Saylor Construction Index to take into account changes in construction costs from the date of the estimates to the date fees are paid. Trip fees are proposed to be adjusted for retail uses as in Northgate.



## PUBLIC TRANSIT SERVICE

Transit services in and through San Rafael are currently provided by the Golden Gate Bridge Highway and Transportation District (GGBHTD), Marin County Transit District, Whistle Stop Wheels, Travelers Transit, Marin and Santa Rosa Airporters and Greyhound. The Golden Gate Bridge, Highway and Transportation District provides four categories of bus service:

1. **San Francisco Commute Service:** Operates during weekday commute periods in the peak commute direction only between Marin or Sonoma residential areas and the San Francisco Financial District or Civic Center.
2. **Ferry Feeder Service:** Operates a commute type service during weekday commute periods in the peak commute direction only, to or from the Marin and San Francisco Ferry Terminals, and scheduled to meet the ferries.
3. **Transbay Basic Service:** Operates throughout the week between certain principal communities in Marin and Sonoma and the San Francisco Civic Center/Transbay Terminal corridor.
4. **Marin Local Service:** Operates local transit service between the principal communities of Marin County under contract with the Marin County Transit District. The Board of Supervisors authorized increased funding of local transit in 1985. Increased patronage resulted.

Whistle Stop Wheels provides demand responsive service for elderly and handicapped citizens. Traveler's transit is a private company that provides peak period commute service from Fourth and Heatherton to the East San Rafael Neighborhood and across the San Rafael-Richmond Bridge to BART. Marin Airporter provides direct service to the San Francisco Airport. Greyhound provides regional statewide service.

Transit use in the major corridors is a significant part of the commute pattern. These routes typically carry approximately 9% of the peak period person trips for the critical direction of travel. The commute and ferry feeder bus routes have high load factors (the ratio of boarding passengers per bus run to the number of seats):

### COMMUTER AND FERRY FEEDER LOAD FACTORS

Commuter Route	Peak Hour Load Factor (3/86)
26 Miracle Mile	0.73
30 Canal	0.56
32 Peacock	0.90
34 Santa Venetia	0.89
36 Terra Linda	0.79
38 Terra Linda	0.89
40 Lucas Valley	0.81
Ferry Feeder Route	Peak Hour Load Factor (3/86)
25 Miracle Mile	0.26
29 Canal	0.17
31 Peacock Gap	0.24
37 Terra Linda	0.22
41 Lucas Valley	0.23

Source: Golden Gate Bridge, Highway and Transportation District, 1986

The local routes are not as significant in the morning commute. The Golden Gate Bridge, Highway, and Transportation District (GGBHTD) used to provide more specialized routes serving the high schools in the morning but dropped this service due to the lack of ridership. The localized routes are also not as important to local workers as evidenced by the recent East San Rafael Journey to Work survey. Only 0.6% of the workers in East San Rafael indicated that they came to work by bus. In response to a question why people drive to work, 32.2% of the respondents indicated that their cars were needed for work and 25.3% of the respondents indicated that no other transportation was available. This indicates that the local bus routes are not sufficiently convenient to be considered an acceptable alternative. Either the routes are too inconvenient or the headways and transfer times are unacceptable. The survey indicated that 8.8% of the respondents would be willing to ride a bus or jitney.

Transit services are funded through a variety of programs. The GGBHTD operates the San Francisco Commute Service, Ferry Feeder Service, and Transbay Basic Services as an inherent part of the District's program. The fare box return for the buses and ferry system was approximately 45% of the operating costs for fiscal year 1984/85 with the remaining 55% provided as follows: Federal, 5 percent; state and local, 22 percent; (this includes 95% of the County's \$4,603,829 Transportation Development Act funds) GGBHTD toll revenue, 28 percent.

GGBHTD is prohibited by State law from subsidizing local, intracounty service. These services are provided by Marin County and the Marin County Transit District through a contract with the GGBHTD. Funding for these programs comes from the County general fund and 5% of the County's and City's Transportation Development Act grant (TDA). For 1986/87 the County committed \$600,000 from the general fund and 5% TDA grants totaling \$230,191, with \$45,712 of the total apportioned to San Rafael.

Whistlestop Wheels is funded by a grant from the Marin County Transit District. The grant funds come from property taxes. Traveler's Transit, Marin and Santa Rosa Airports and Greyhound are all privately owned businesses that are reliant on fare box revenues.

Two significant changes in transit service for San Rafael are currently pending. The GGBHTD is currently (1986) considering increasing service in the Marin-Sonoma intercounty commute service as a result of the Highway 101 corridor study. The other change is a proposed increase in local transit service. A pilot project of increased local transit is being conducted for the East San Rafael neighborhood. The proposal expands the transit service area in the neighborhood and reduces headways to see if it is possible to improve local ridership and reduce traffic congestion. The project was initiated through the combined funding of Marin County Transit, the Buck Trust, an association of major property owners in the area, and the City of San Rafael.

Efforts such as these to improve transit utilization are important in meeting the projected transportation demand in the region. The existing transit stream includes 10% long distance transit use and approximately 1% local transit use. The Plan assumes this percentage of transit use will not diminish and that the proposed transitway will accommodate an additional 1500-2000 peak hour trips. In order for the transitway to attract the projected peak hour trips, it will be imperative that the transitway system include good local feeder/dispersion systems so transit riders are not restricted to the 1/8 to 1/4 mile walking distance from proposed transit stops.

## **PARKING NEEDS**

San Rafael has traditionally required that new development provide the parking necessary to serve it. The exception to the rule has been the Downtown Parking District where the City has assumed the responsibility to provide parking for first floor uses as an incentive for development. With the construction



of the parking garage at Third and B there appears to be adequate parking downtown for existing development.

Parking Downtown was addressed in the development of *Our Vision*. It was recognized that Downtown is the urban portion of San Rafael, and needs an urban parking approach different from the suburban standards used in the rest of the City. Downtown is characterized by multi-purpose trips, shared parking, transit reductions, the ability to walk to Downtown from surrounding neighborhoods, and the provision of public parking. Residential parking is also different because of the lower rate of car usage, the availability of services which reduce car dependence and the different residential market served by Downtown. An urban approach to parking includes adjusting parking requirement to reflect the lower number of spaces required and to recognizing the need for flexibility in standards.

Parking is perceived by much of the general public as a problem, although the problem was not seen during development of the Vision as being major. *Our Vision* stated that parking should be convenient and easy to find. Changes should be made to improve the appearance of the lots, increase the visibility and public knowledge of the lots and adjust the time limits to maximize usage.

Downtown also provides parking in Parking District No. 1, a parking assessment district established in the 1950s. In this District, properties may elect to utilize District parking rather than construct on-site parking. The District entitlement of each lot is set by the Zoning Ordinance. With the District lots overall reaching a utilization rate of 60 to 70 percent, and some individual lots at near capacity, the amount of parking available needs to be closely coordinated with utilization requests. Ten hour spaces are particularly in short supply. Additional District parking may need to be financed and constructed in the future, depending on demand.

Parking Downtown needs to be managed as a coordinated system, including the maintenance, regulation, enforcement and financing of parking, all of which will be addressed as part of an overall parking strategy for Downtown.

City staff has also been contacted repeatedly about the possibility of residential parking permits for areas around the fringe of downtown. Neighborhoods potentially interested in such programs include the areas along D, B, and First Streets, and the Hayes and Latham Neighborhood. The homes in these areas are typically older and do not provide as much on site parking as is required by current codes. The residents therefore rely on street parking and must compete with business employees and customers on the periphery of downtown.

The request for residential parking permits raises several issues. The first is a philosophical question whether streets that are maintained by a general tax (gas taxes) should have their use of parking restricted so that it can only serve a localized group. Typically, those roadways maintained by the public are generally available to the public on an equitable basis and significant limitations on use are considered appropriate only for private streets where there is no expenditure of public funds for maintenance.

The second issue deals with the anticipated cost of administering such a program. From an administrative standpoint the City would need to adopt an appropriate ordinance creating residential parking zones, physically create the zones by installing appropriate signing, establish a procedure for issuing and maintaining a list of issued parking permits, update the list on an annual basis by reissuing new permits or recalling invalid permits, patrol the areas on a periodic basis (most of these areas are significantly beyond the regularly patrolled meter areas) and appear in court to define citations. These services are estimated to cost approximately \$45,000 annually for a single, relatively small district. This cost would require an unrealistically high permit fee or substantial City subsidy of the program.



## **TRAFFIC DIVERSIONS**

As a result of increasing traffic congestion throughout the region many streets are being used by traffic diverting to avoid the congested areas. The streets affected by the diversions range from local residential and commercial streets to major arterial streets such as: Prospect Drive, Las Gallinas Avenue, Lucas Valley Road, Fair Drive, Clyde Street, Belle Avenue, Francisco Boulevard East, Redwood Frontage Road, Civic Center Drive, and Sir Francis Drake Boulevard. All of these streets are experiencing diversions during peak commute periods. Residents of some neighborhoods such as the Latham-Hayes neighborhood also feel that there are intrusions into their neighborhood from commercial traffic.

Through a series of actions, the City has developed a pattern of trying to protect local-serving residential streets from undue traffic encroachment. Such efforts have included restrictions on the amount of traffic that would be permitted on residential streets when new development was proposed, restrictions on numbers of lanes, restrictions on speeds to insure safety, restrictions of turning movements, and street closures. Limitations on traffic capacity and lane configuration can be considered in the design of new facilities or as a means of addressing diversions on local arterial streets. The speed, turning movement and street closure issues are most appropriately dealt with on at least a neighborhood-wide basis so the City can insure that the restrictions will not have an undue impact within the neighborhood, on an adjoining neighborhood, or the city's general welfare.

## **TRANSPORTATION SYSTEM MANAGEMENT (TSM)**

In order to help meet the transportation demand which has been projected, additional street facilities, increased use of transit, and changes in commuting habits are all needed. The highway corridor discussion describes the lane configurations needed to meet the projected demand, and the transit section describes the opportunities and costs of providing additional transit services. Another alternative is to increase utilization of existing and proposed facilities through Transportation Systems Management (TSM) programs such as car pooling, van pooling, flex hours and transit incentives.

The existing traffic stream already incorporates TSM features. Three or more person carpools already account for approximately 13% of the main 101 corridor person trips through San Rafael. The East San Rafael Transit Survey (given to employees of major neighborhood businesses) showed that approximately 11% of employee trips to work were 2 or more person carpools. The East San Rafael Resident Survey found that 14% of the resident trips during peak hours were in two or more person carpools. The Plan assumes that the existing 13% main corridor TSM utilization will not diminish.

Flex hours or staggered work hours can be an effective component of a comprehensive TSM program that includes ridesharing and transit use. However, increases in flextime is not considered to be a viable option because San Rafael's peak period is already extended to a 2.5 to 3 hour period, and off peak demand is often 80-90% of peak period demand at some critical intersections.

In discussions at the City Council-appointed TSM task force committee, MTC staff advised that the only effective TSM programs they are aware of have mandatory enforcement penalties and that mandatory programs can reduce peak period trips by 5-10%. The task force and San Rafael Chamber of Commerce have endorsed a concept of creating a TSM program with mandatory reporting and voluntary implementation for an initial time period to see if enough public/private cooperation can be developed to meet common needs without imposing penalties. If the voluntary program is not effective there would be mandatory provisions.

In order to be effective, a San Rafael TSM program will need to be particularly sensitive to the needs of small businesses. The following is a distribution of employer sizes in San Rafael:

### DISTRIBUTION OF EMPLOYERS

Employer Size	% of Work Force	Cumulative %
1-5	38%	38%
6-10	10%	48%
11-25	15%	63%
26-50	11%	74%
51-100	7%	80%
100 or more	19%	100%

### EMPLOYER SIZE BY SUBAREAS OF SAN RAFAEL (1986)

Employer	Northgate	Northgate	Lincoln	North San	Downtown	Francisco	East San	Total
1-5	274	276	139	116	855	198	543	2,401 (76%)
6-10	76	54	8	6	153	41	104	442 (14%)
11-25	25	37	2	1	76	29	60	230 (7%)
26-50	9	12	0	2	20	2	20	65 (2%)
51-100	5	2	0	0	8	2	8	25 (1%)
100+	5	4	0	0	2	0	4	15 (0%)
<b>Total</b>	<b>394</b>	<b>385</b>	<b>149</b>	<b>125</b>	<b>1,114</b>	<b>272</b>	<b>739</b>	<b>3,178 (100%)</b>

Source: San Rafael Business Licenses, 1986

A 1986 analysis of City business license data shows a large proportion of small businesses in the City of San Rafael: 76% of licensed businesses in the City have 1 to 5 employees; and 90% have 10 or fewer employees. Business license data do not include banks, insurance companies, and public or quasi-public agencies. Business license data by sub-areas of the City reveals a consistent pattern of business sizes as the City as a whole, with the exception of Northgate East. In Northgate East, 57% of the businesses have 10 or fewer employees, while in all other sub-areas at least 88% of the licensed business have 10 or fewer employees. Alternatives of a City coordinator or private block/area coordinator are being considered as ways to organize sufficient employee support to develop an effective program TSM since so many businesses have less than 10 employees.

San Rafael's limited experience with TSM programs has been very positive. Based on San Rafael's limited experience and MTC's recommendations, it is anticipated that some TSM increases could be accomplished.

## BICYCLE AND PEDESTRIAN CIRCULATION

### *Bicycle Routes*

Bicycle use for both recreation and transportation has increased significantly in recent years throughout Marin County. Since 1970, there has been steady growth in bicycle use for reasons such as physical

fitness, recreation, concern about rising fuel costs, and environmental protection. These interests have resulted in increased public pressure for bikeways and routes where bicycles can be ridden with ease and relative safety.

The degree of community support for more and improved bike trails was demonstrated in a 1977 County-wide public opinion survey. Additional and better bikeways for both recreation and transportation use were the most highly rated recreation needs. In response to these needs both the City and the County have adopted bike route plans. The 1986 draft county bicycle plan, which will update the 1970 plan, includes information on existing bike routes in San Rafael with recommendations for improvements and expansion.

Map GP-8 shows the City's proposed bicycle plan, which is consistent with the City's existing Recreation Element, adopted in June, 1984. The ultimate goal is to build out the designated system and tie it into the county-wide system. The City Plan is in general agreement with the County plan. However, City officials suggested that Fourth Street not be included as a primary bike route because of heavy automobile traffic. It should also be noted that the Bellam Drive bikepath has been removed due to necessary street and freeway improvements but will be replaced when funds are available.

To achieve implementation of bicycle lanes on designated routes, the City would pursue bicycle route funding from state and federal sources, and include bicycle routes in its capital improvement plans. Road improvement projects would include bicycle lanes if at all possible as part of the project on designated bicycle routes. Other implementation measures would include striping of bicycle lanes in conjunction with parking prohibitions; signing, where this would be useful and appropriate (for example, to direct bicyclists to a parallel, lightly traveled route or to warn motorists that bicyclists share the road).

The proposed bicycle routes plan, which incorporates earlier countywide Bike Plan routes, is an inter-neighborhood or community-wide one. It does not include bicycle routes of neighborhood importance only. Class I routes are separate bicycle paths. Class II routes are striped on bicycle lanes. Class III routes are signed bicycle routes.

The bicycle plan distinguishes between transportation and recreation routes. Transportation routes are those needed to link City neighborhoods together and with specific destinations such as schools and parks. Recreation routes are scenic and are primarily recreational in use. Bicycle routes for transportation purposes are further described as "High Priority" and "Lower Priority." High Priority routes are those where no alternate routes exist for a bicyclist. Lower Priority routes are so designated because they provide a logical overall bicycle route system. High Priority bicycle route connections include:

1. A good north-south route between the Civic Center and Mission Avenue.
2. A good east/west connection between the Civic Center and Terra Linda.
3. Old Lucas Valley Road to the existing Gallinas Creek bicycle trail.
4. Davidson School to Heatherton via Lindero and the railroad spur.
5. Bellam Boulevard from Woodland Ave. to Kerner Blvd.
6. South end of the East San Rafael shoreline to Sir Francis Drake Boulevard and the ferry terminal.

The Northwestern Pacific Railroad tracks have long been shown as a high priority planned bicycle route when that railroad line is abandoned by the railroad. However, the railroad right-of-way is also very important as a future transitway in the County's overall transportation system to ease congestion on Highway 101. Designation of the railroad right-of-way as a bicycle route is not intended to preclude the use of the right-of-way as a transit route.

Francisco Blvd. south of Bellam, Lincoln Avenue south of Puerto Suello Hill, and Woodland Avenue are designated as secondary routes only, where improvements would be scheduled only if alternate routes cannot be provided.



Six existing or potential routes were also identified in the Plan as meeting recreational needs:

1. North San Pedro Road through China Camp Park.
2. Along the levee in East San Rafael from Pickleweed Park to the San Rafael Rod and Gun Club.
3. Along the shorefront of the San Rafael Rock Quarry property.
4. Old Lucas Valley Road and Canyon Oak Drive between Lassen Drive and Miller Creek Road.
5. The existing Las Gallinas Creek route to McInnis Park.
6. Shoreline levee route north of McInnis Park.

These routes are primarily recreational as a destination, although the Lucas Valley and Gallinas Creek routes also serve transportation purposes. The costs are high and funds are limited for improving and expanding bicycle routes throughout the City. Transportation Development Act Article 3 provides most of the funding used for implementation of regional and local bike plans. Marin County's share of TDA funds was \$90,000 in 1985 from which San Rafael was allocated \$30,000. San Rafael's share of the 1985 funds are being used to develop a sidewalk on D street at Wolfe Grade which will be open to cyclists.

## ***Access to Schools***

A recent 1986 survey of all San Rafael City School District students indicates that of all high school students, 50% either drive or are in a carpool with other students; 21% are dropped off by their parents; 14% walk; 8% ride bicycles or mopeds; 6% use public transit. Of all elementary school students, 33% ride district buses; 23% are dropped off by their parents; 20% walk; 15% ride in carpools; 8% ride bicycles.

Many of the schools do not have adequate bicycle and pedestrian routes to them. This is especially hazardous since many schools are located along or near major arterials. In particular, access to and from Davidson Middle School needs to be improved, including a pedestrian underpass at Bellam Boulevard and the Northwest Pacific Railroad Right-of-way. Improved pedestrian and bicycle routes are also needed over Puerto Suello Hill to Downtown.

In the Dixie School District, approximately 60% of all students ride a school bus to and from school. Eligibility for district bus service is based upon grade level. Since this district administers grade K through 8 only, the number of eligible students is quite high. There are no accurate figures on travel patterns for the remaining students. All three schools in the Dixie District are located away from major arterials and are well served by pedestrian and bicycle lanes.

## ***Walkways***

Walkways are provided adjacent to nearly all public roads in San Rafael. Frontage improvements (curbs, gutter, and sidewalks) are required for all new development in the City. This requirement insures that adequate pedestrian circulation will be provided in future growth areas.

Older neighborhoods without sidewalks are encouraged to finance frontage improvements and are given the cooperation of the public works department. City funds are not available for residential area frontage improvements. Handicap ramps are installed when new frontage improvements are required. Additional handicap ramps have been provided in some areas by Community Development Block Grant funds.

## **AVIATION FACILITIES**

Airport facilities in Marin County consist of Gness Field, the Marin Ranch Airport, Hamilton Air Force Base (military use only), and two small heliports in Sausalito and Point Reyes. Additionally, a limited use heliport (12 flights a day) has been approved but not constructed in southeast San Rafael.

1. **Gnoss Field:** Gnoss Field, located north of Novato and east of Highway 101, is the only public use airport in the County. Operated by Marin County, the airport currently has 300 based aircraft and 148,000 annual operations. There is one 3,300 foot long runway, which is affected by cross winds generated by the airport's location near Mt. Burdell. There are also repair and maintenance hangers at this airport.

The airport operates under visual flight rules. Demand for additional hanger and tie down space is high although there is currently no waiting list. The County received funding for a 12 month, \$157,000 Airport Master Plan study in August, 1986, to evaluate expansion alternatives for the airport. To minimize wind problems, realignment of the runway will be required, which would necessitate expansion into wetland areas. According to Marin County staff, there is significant support for expansion of this airport, but the decision will be based on the master plan.

There was some support that Hamilton had great potential for private use, but citizens of Novato successfully opposed civilian use of the airport. The airport has a future as a military airport only.

2. **Marin Ranch Airport:** Marin (formerly Smith) Ranch Airport, is a privately owned, limited use airport open to based aircraft only. The current use permit, which comes up for review in April, 1987, prohibits commercial flight activity, flight training, use by heavy airplanes and helicopters, and limits maintenance to that done for based aircraft, with a maximum of 100 based aircraft. Annual operations are estimated to be 7,500, although no specific records are kept. The runway is short -- 2140 feet -- and accommodates only small aircraft. Approximately 98% of based aircraft are single-engine. The airport has always been considered by the City to be an interim use, due to its location near residential areas.
3. **San Rafael Heliport:** The San Rafael Heliport was approved to provide limited transportation service to the San Francisco Airport. This heliport has not been constructed. The property owner is interested in an expanded heliport project with additional services provided onsite such as airline ticket agents.

Those involved in North Bay aviation agree that demand for additional tie down and hanger space exists, and that the demand tends to increase the nearer the airport is to San Francisco. The Metropolitan Transportation Commission (MTC) projects that Marin's 1982 based aircraft total of 393 planes would increase to 766 by the year 2000 due to a healthy business climate and rising incomes. Public airport operators also expect to have increased demand as a result of closures of existing private airports. The Petaluma City Airport is currently expanding rapidly and the Sonoma County Airport, north of Santa Rosa, also has expansion capability.

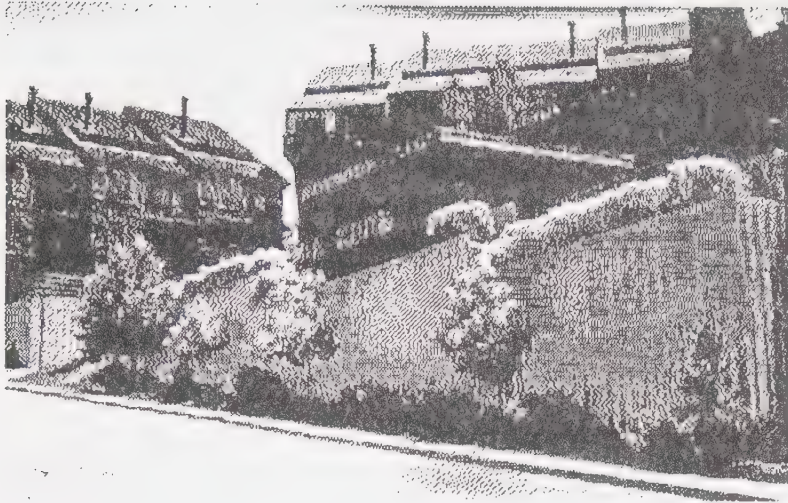
The economics of private airports are considered by many to be tenuous. It is difficult for private airports to compete with public airports because private airports must pay taxes on the land they use and because private airports are not eligible for the 90% federal and state grants for airport planning and construction available to public airports. Further, airports are land intensive and the amount of money an airport generates is so much lower than that generated by other types of development, that eventually private airports tend to be sold for development. Metropolitan Transportation Commission staff confirm that there is a trend toward closure of the small private airports. Several have been or are being sold and converted to other uses. MTC staff states that the remaining small airports fill an important niche in the market; they provide less regulated, less crowded alternatives to the larger public airports.



# **HOUSING BACKGROUND**







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## HOUSING BACKGROUND

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### INTRODUCTION AND KEY FINDINGS

Marin County as a whole continues to have a significant shortage of affordable housing. San Rafael indicators of this shortage are very low vacancy rates, which were about 1% in 1989; a 135% increase in the average sales price of a single family home between 1983 and 1989 (the average sales price in 1989 was \$375,456); and an average median rent increase of over 25% between 1984 and 1990. Despite significant increases in housing prices in recent years, the City has been very successful in providing low- and moderate-income housing and implementing the Housing Element. According to a March 1989 Bay Area Council survey, San Rafael was one of only 10 cities in the Bay Area to come within 50% of meeting its lower income housing need between 1980 and 1990.

Recent successes include projects located in identified Housing Opportunity Areas, such as the City/Redevelopment Agency and Centertown Associates development of a 63-unit family rental project at Third and C Streets; a 98-unit non-profit apartment project constructed as part of the Smith Ranch Hills development agreement (40 units of which are required to be affordable to low and moderate income Households); the Crest Marin II, 220-unit apartment project currently under construction, which will provide 44 units affordable to very low income for 5 years; then 35 units affordable to low and moderate income for another 40 years; and a third site at Smith Ranch which has received "Priority Project Approval" for a 184-unit apartment project, of which 28-units will be restricted to low and moderate income affordability.

Several sites have been removed as Housing Opportunity Areas: (1) the City-Owned Property at the end of Bellam (6.1 acres) is designated as a "park" in the East San Rafael Neighborhood Plan due to hazardous materials and the need for additional neighborhood parkland; and (2) the site between B/C and Second/Third Streets across from the Centertown site is planned for the future library. A key remaining issue, proposed to be addressed by updating the "Affordable Housing Sites Study" (Program H-II), is the identification of any other Housing Opportunity Areas or sites in the planning area where "a special effort will be made to provide affordable housing," consistent with the criteria established in Policy H-44.

The Housing Element establishes new program targets for the 1988-1995 time period. The table on page HB-57 projects that even with a "best effort," the City, based on funding availability and other assumptions reflected in the new housing program targets, will be able to meet only 21% of its very low income housing need, 56% of its low income housing need, and 88% of its moderate income housing need (54% of the

total low- and moderate-income need for the 1988-1995 time period). These targets will be further impacted by MMWD's current ban on new water hook-ups.

The Housing Background section describes existing housing conditions in Marin County as a whole and the City of San Rafael in particular. It is intended to provide a basis for identifying and assessing the nature and extent of housing needs in the City. This section includes the following parts:

1. State Requirements for Housing Elements
2. Glossary
3. General Profile of Marin County and San Rafael
4. Profile of Neighborhoods in the San Rafael Planning Area
5. Recent Housing Construction Activity
6. Potential Vacant Land Available for Housing
7. Potential Facilities Constraints
8. Potential Market Constraints
9. Potential Government Constraints
10. Opportunities for Energy Conservation
11. Evaluation of Existing Housing Element Programs
12. Housing Issues and Needs

Preparation of the 1988 Housing Element, in concert with the rest of the General Plan revision, involved a number of opportunities for the public to participate in determining housing needs and policy direction. These opportunities are more fully described in the Introduction to the General Plan. One of the overall objectives of the public participation program was to provide opportunities for all segments of the community to participate.

Methods to facilitate public participation in the 1990 Housing Element update included a community workshop, consistent with the City's Neighborhood Meeting Procedures, meetings with non-profit housing sponsors and agencies involved in affordable housing issues, and public hearings before the Planning Commission and City Council on the Draft Housing Element. Notices of the availability of products and announcements for workshops or public hearings have been sent to the news media and groups or organizations involved in providing affordable housing.

The current update, similar to the previous two updates, uses 1980 U.S. Census data when no other data are available. More recent information has been developed by the California Department of Finance, the Association of Bay Area Governments and local organizations. More up-to-date statistics on San Rafael's population and housing will be available as the 1990 Census is made available. Until then, the City must use the data that are available, with assumptions based on general trends that have occurred during the last ten years.

## **STATE REQUIREMENTS FOR HOUSING ELEMENTS**

Among the mandatory elements which must be included in a general plan is a housing element, as described in Government Code §65583:

The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobilehomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community.

The California Department of Housing and Community Development (HCD) is responsible for reviewing the housing elements of all cities in California for their compliance with state law requirements embodied in Article 10.6 of the Government Code. San Rafael's existing Housing Element was adopted as part of the revised General Plan in July, 1988. The 1988 Housing Element incorporated many of the City's goals and



policies from the City's 1985 Housing Element, which the California Department of Housing and Community Development (HCD) called an "exemplary planning document." In a letter dated February 27, 1989, HCD found the City's 1988 Housing Element to be in compliance with the requirements of the Government Code, as supplemented by clarifying information provided by City staff. When reviewing housing elements, HCD evaluates their effectiveness based on conformance with three broad content requirements of state law:

1. Identification and analysis of existing and projected housing needs and an inventory of resources and constraints relevant to meeting those needs.
2. A statement of goals, policies and quantified objectives.
3. A discussion of scheduled programs for the preservation, improvement and development of housing.

Following adoption of the updated Housing Element in 1990, the next revision to the Housing Element must be completed no later than July 1, 1995. This requirement is consistent with the City's General Plan goal to "Maintain and Periodically Revise and Update the City's General Plan as a Current Statement of Community Goals and Policies."

Housing Element law has been amended over the last several years to require analysis of special housing groups to include homeless individuals and families (Chapter 1383, Statutes of 1986). The law also requires localities to identify sites suitable for emergency shelters and transitional housing. The analysis is required to contain a needs assessment of shelter for the homeless and a program to meet those needs.

As part of its deliberations the City Attorney informed the Residential Care Facilities Task Force that the Fair Housing Act Amendment of 1988 applies to emergency housing to the extent that such facilities serve the disabled. In his memo, the City Attorney states the following:

"Enforcement of an ordinance that requires use permits and/or a dispersal requirement for all group residential facilities and/or homeless shelters as they relate to individuals with disabilities, contravenes the Federal Housing Amendments Act of 1988 and would be unlawful."

As a result of new legislation (Chapters 1571 and 1572, Statutes of 1988), manufactured housing must be permitted on permanent foundation systems on all single family-zoned lots, so long as the unit is no more than ten years old on the date of application, and meets federal and optional local standards. Section 65852.3 specifies that local governments may impose architectural requirements on the manufactured home itself which are limited to roof overhang, roofing material and siding material, so long as the requirements do not exceed those required for a conventional home on the same lot. Section 65852.4 was added to specify that a locality may not subject an application to install a manufactured home to any administrative permit, planning or development process or requirement unless it is identical to those which would be imposed on a conventional home on the same lot.

## GLOSSARY

**"Housing Affordability (General)":** The generally accepted measure for determining whether a person can afford housing means spending no more than 25%-33% of one's gross household income on housing costs, which includes principle and interest. For example, a beginning school teacher earning \$20,000 per year can afford to pay up to \$550 per month for housing. A beginning policeman or fire fighter earning \$26,000 per year can afford up to \$715 per month.

**"Accessible Housing":** Units accessible and adaptable to the needs of the physically disabled.

**"Persons per Household":** The statistical average number of persons in a household.

**"Median Household Income":** The middle point at which half of the County's households earn more and half earn less.

**"Very Low Income Households":** Defined by California Housing Element law as households earning less than 50% of the median household income. The City uses the income limits shown on the latest HUD income limits table published by the Marin County Housing Authority.

**"Low Income Households":** Defined by California Housing Element law as households earning 50-80% of the median household income. The City uses the income limits shown on the latest HUD income limits table published by the Marin County Housing Authority.

**"Moderate Income Households":** Defined by California Housing Element law as households earning 80-120% of the median household income. The City uses the income limits shown on the latest HUD income limits table published by the Marin County Housing Authority.

**"Housing Opportunity Area":** Areas identified in the Housing Element where a special effort will be made by the City, together with other agencies and participants, to provide affordable housing.

#### **Housing "Affordable to Low and Moderate Income Households":**

**For Sale Units.** This price is a below market rate price established by the County Housing Authority for a particular project. Sales price is based on interest rates, household income from the latest Marin County HUD income limits schedule, assumed household size given size of units in the project, and an 80-90% mortgage. Total monthly housing cost may not exceed 33% of gross income and consists of principal and interest as well as fixed costs including homeowners dues (where applicable), property taxes and insurance. As an example, in January, 1989, a 1,200 square foot, 3 bedroom, two-and-a-half bathroom below market rate unit affordable at 100% of median income in Peacock Ridge sold for \$112,000. The same market rate unit was double that cost.

**Rental Units.** This price is a below market rate price established by the Housing Authority for a particular project. For rental projects to qualify as affordable housing projects, the Housing Authority would use more conservative assumptions for both the percent of monthly income which may be paid for rent and utilities, and income eligibility; assuming the low end of the moderate income range (80-90%) for moderate income units. For low income units, the Housing Authority may require that such rental units be available for Section 8 assisted housing, a federal program administered by the County Housing Authority, or management/purchase by a non profit housing group. The Section 8 program subsidizes housing to very low and low income households and is one way of maintaining affordable rents over time and certifying income eligibility of tenants on a regular basis without additional administrative cost to the City or Housing Authority. Purchase and management of low income units by non-profit housing agencies are another way to assure ongoing affordability and qualified tenants.

#### **HUD Median Family Income Limits for Marin County**

Size	Low Income				Moderate Income				
	50%	65%	75%	80%	90%	95%	Median	105%	120%
1	\$15,400	\$20,020	\$23,100	\$24,640	\$27,720	\$29,260	\$30,800	\$32,340	\$36,960
2	\$17,600	\$22,880	\$26,400	\$28,160	\$31,680	\$33,440	\$35,200	\$36,960	\$42,240
3	\$19,800	\$25,740	\$29,700	\$31,680	\$35,640	\$37,620	\$39,600	\$41,580	\$47,520
4	\$22,000	\$28,600	\$33,000	\$35,200	\$39,600	\$41,800	\$44,000	\$46,200	\$52,800
5	\$23,375	\$30,388	\$35,063	\$37,400	\$42,075	\$44,413	\$46,750	\$49,088	\$56,100
6	\$24,750	\$32,175	\$37,125	\$39,600	\$44,550	\$47,025	\$49,500	\$51,975	\$59,400
Source: Marin County Housing Authority, February, 1990 (effective February 6, 1989)									



For many State and local programs, HCD income regulations must be used.

## GENERAL PROFILE OF MARIN COUNTY AND SAN RAFAEL

San Rafael's housing conditions and needs are reflective of many area-wide and nation-wide trends. People are living longer, having fewer children and forming smaller households. There are more divorces, more single-parent households (especially those with a female head of household) and more single-person households. Higher construction, land costs and the prices of existing housing have increased the ultimate price of housing out of proportion to many people's ability to pay for a unit. Changes in interest rates can also have a significant effect on the ability of a family to purchase a unit or for a developer to construct housing.

### *Housing Prices*

The City of San Rafael is one part of the housing market area that makes up Marin County as a whole. Existing trends and future conditions county-wide will affect housing prices and affordability in San Rafael. The housing characteristics of San Rafael, and some of San Rafael's neighborhoods, are quite different from the county as a whole. It is important that they be viewed in light of the fact that San Rafael is the urban center of Marin County, even though it is still a predominantly suburban community with large areas of open space. Below is a comparison of 1980 median home values and rents for several Marin cities and the County as a whole. The percent of County median is also shown.

**Median Home Values and Rents**  
(1980)

Location	Median Value	Percent of County Median	Median Rent	Percent of County Median
San Rafael	\$148,300	98%	\$304	87%
Sausalito	\$200,100	133%	\$419	120%
Corte Madera	\$140,000	93%	\$383	110%
San Anselmo	\$133,500	88%	\$318	91%
Novato	\$130,800	87%	\$333	96%
Fairfax	\$120,900	80%	\$327	94%
Marin County	\$151,000	100%	\$348	100%
Source: 1980 U.S. Census				

Marin County has by far the most expensive housing of all Bay Area counties. In 1980, the median home price in Marin was \$151,000 and the median rent was \$348, which was significantly higher than the Bay Area's median home price (\$98,000) and median rent (\$274). In fact, Marin's home prices were 20 percent higher and rents were 10 percent higher than San Mateo County in 1980, which had the second highest home prices and rents in the Bay Area. In 1980, San Rafael's median home price was \$148,300 and the median rent was \$304, somewhat below County medians.

The sales price of housing has been increasing significantly over the past ten years. According to the Marin County Board of Realtors, the average sales price for a single family home in San Rafael rose from



\$159,488 in 1983, to \$174,353 in 1985 (a 9% increase), and then to \$375,456 in 1989 (a 135% increase from 1983). In the County as a whole, the average sales price was slightly higher, at \$389,654 in 1989.

Available information indicates that rents, too, have increased substantially between 1980-85. In January, 1988, the Bay Area Council reported that the median advertised rent for a two-bedroom unfurnished apartment in Marin County was \$755, second only to San Mateo and San Francisco in the Bay Area. The City of San Rafael Planning Department has been tracking median listed rents in the City since 1984. Rental rates from the *Marin Independent-Journal* include rents for vacant or soon to be vacant single family, condominium and apartment units. The median price for rentals in 1984, 1985, 1986 and 1990 are shown below. In addition to demonstrating an overall increase in rents, a key finding of this information is the more rapid increase in rents for larger-size units, or those with three-and four-bedrooms.

### Change in Median Listed Rents in San Rafael (1984-1990)

Size of Unit	May 1984	June 1985	June 1986	January 1990	Percent Increase
One-Bedroom	\$515	\$533	\$550	\$625	21%
Two-Bedroom	\$655	\$700	\$700	\$808	23%
Three-Bedroom	\$950	\$975	\$1,200	\$1,350	42%
Four-Bedroom	\$1,100	\$1,150	\$1,400	\$1,500	36%
Source: Marin Independent Journal (1984, 1985, 1986 and 1990)					

### ***Population Characteristics***

Between 1970 and January, 1989, the population within the City of San Rafael increased 19%, from 38,977 to 46,427. Part of this increase was due to major annexations containing 1,813 units. As of January, 1989, the City of San Rafael contained 20% of Marin County's 231,853 population. The San Rafael Planning Area, which includes the incorporated City and unincorporated areas such as Marinwood and Santa Venetia, is estimated by the Association of Bay Area Governments (ABAG) in its *Projections '90* to contain 58,500 people in 1990, or 25% of Marin's 232,200 population. By the year 2000, it is projected that the County's population will be 249,750 (an increase of 17,550, or 7.5%, from 1990). The San Rafael Planning Area is projected to have 64,000 people by the year 2000 (an increase of 5,500, or 9.4%, from 1990). By comparison, the population in the Bay Area as a whole is projected to increase at twice as fast a rate as Marin County over the same 1990-2000 period.

### ***Household Sizes and Types***

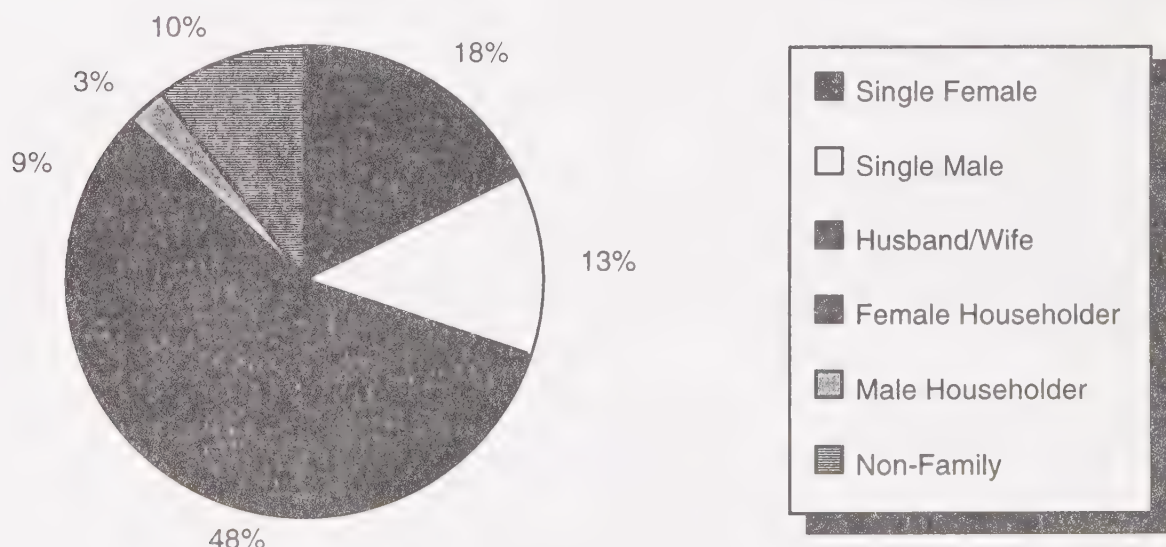
Dramatic changes have been occurring in household composition over the past two decades. In the San Rafael Planning Area, the number of persons per household has decreased steadily over the past 35 years, from 3.1 persons per household in 1950 to an estimated 2.29 persons per household in 1990 (it should be noted that the Department of Finance estimated the City's average household size at 2.19 as of January, 1989). The proportion of one-and two-person households increased sharply between 1970 and 1980, while households with three or more persons decreased as a proportion of the total. Similar, but less dramatic, trends occurred county-wide during this period. In 1980, San Rafael had proportionally more single-person households and proportionally fewer married-couple households than Marin County as a whole.

### Persons Per Household (1950-2000)

Year	1950	1960	1970	1980	1990	2000
Persons	3.10	2.97	2.83	2.32	2.29	2.23
Source: Association of Bay Area Governments Projections '90						

Shrinking household size is a result of changing household composition, with single-parent households and single-person households replacing married-couple households. Between 1970 and 1980 the number of single person households doubled. There was also a significant increase in two-person households. Between 1970 and 1980, the percentage of married persons fell from 62% to 49% of the total population; while sharp rises occurred in the number of single persons (64% increase), separated persons (92% increase), and divorced persons (124% increase). The percentage of widowed persons declined over the decade. Marin County as a whole experienced very similar changes in the marital status of its population during the 1970's.

### Types of Households in San Rafael in 1980



Source: 1980 U.S. Census

### Vacancy Rates

Vacancy rates provide a quantifiable measurement of housing demand. The rule of thumb is that a 4.5% to 5.0% vacancy rate indicates a good balance of supply and demand in the housing market. The total vacancy rate in the City was estimated at 1.06% in January, 1989, which was the lowest in Marin County. The estimated countywide vacancy rate for 1989 was 2.91%, which is down one percent since 1986. It should be noted that this vacancy rate is based on total vacant units divided by total housing units as of January, 1989; some of those vacant units are not truly "available," since they may be held for occasional use. Therefore, the true vacancy rate in San Rafael is probably even lower than 1.06%.

**Percent Vacant Units and Average Household Size  
for Various Marin County Jurisdictions  
(1989)**

Jurisdiction	Percent Vacant	Average Size Household
San Rafael	1.06%	2.19
Sausalito	2.71%	1.72
Corte Madera	2.36%	2.39
San Anselmo	2.41%	2.22
Fairfax	4.03%	2.23
Novato	1.82%	2.61
All of Marin County	2.91%	2.31
Source: California Department of Finance, January, 1989		

Clearly, the demand for housing is high in San Rafael and Marin County as a whole. High demand results in continued use of units which are overcrowded, unsafe, unsanitary or otherwise unsuitable for residential use. It also results in high prices and rents, which most severely impact lower income households, people on fixed income, families with children and other special segments of the community.

The shortage of rental housing may be the most significant need by housing type in San Rafael. Historically, the rental housing vacancy rate has been less than the total vacancy rate for the City as a whole. In 1980, the City's total vacancy rate was 2.3% and the vacancy rate for rental units was 2.2%.

Overcrowding and discrimination are more likely to occur when the rental vacancy is very low because property owners can be very selective about renter selection. Discrimination is difficult to quantify, although it is most likely to occur against families with children or on the basis of race. The City of San Rafael's Planning Department is the currently designated department to provide housing information and referral services regarding fair housing laws. A City Hall telephone listing for housing questions is in the telephone directory.

In 1980, 1.9% of the City's housing units were considered overcrowded by Census definition, or having more than one person per room, with 79% of these renter-occupied. Using this definition, as of 1989 there would be an estimated 390 overcrowded units, with 308 renter-occupied and 82 owner-occupied. Almost one-third of the City's overcrowded households were in the East San Rafael neighborhood in 1980. A survey in 1989 conducted as part of the East San Rafael Neighborhood Plan indicates that East San Rafael had a higher than Citywide average household size (3.01 as compared to 2.19). The survey found that 65% of the households were comprised of 3 or fewer people, 30% were comprised of 4-5 persons and 5% had 6 or more persons.

The Uniform Housing Code establishes minimum standards for occupancy and room size. Every dwelling unit must have at least one room with not less than 120 square feet. Other habitable rooms except kitchens must not be less than 70 square feet. Where more than two people occupy a room used for sleeping, required floor area must increase by 50 square feet. Thus, 70 square feet is appropriate for two people and 120 square feet for 3 people in one bedroom or other habitable room used as a bedroom. For example, a three-bedroom unit with a living room greater than 170 square feet could have two persons per bedroom and an additional four persons sleeping in the living room, for a total of ten people.



## Housing Types

In January, 1989, the City of San Rafael contained almost 21% (20,665 units) of the housing units in Marin County (100,088 units). In 1970, 58.4% of the units in San Rafael were single family homes, compared to 72.4% throughout the entire county. As of January, 1989, 55% of the units in the City were single-family compared to 67% countywide.

Very large housing units, with six or more rooms, comprised 41% of the City's housing stock in 1980. Smaller units, with less than three rooms, comprised 23% of the housing stock. In general, San Rafael has a smaller proportion of units with more than 3 rooms and a larger proportion of units with less than 3 rooms than the County as a whole. Based on the median rent analysis earlier in this section the demand for larger three-and four-bedroom rental units is increasing at a faster rate than the demand for smaller rental units.

### Number of Bedrooms Per Housing Unit (1980)

Number of Bedrooms	San Rafael	Marin County
None and One	20.6%	17.7%
Two	43.5%	30.9%
Three or More	35.9%	51.4%
Source: 1980 U.S. Census		

Construction patterns have changed considerably in the last decade. Of the 1,977 units that received Building Permits from January, 1980 through December, 1989, about 47% were townhomes or condominiums; 17% were single family detached homes; 32% were apartments; and 4% were duplexes, triplexes or fourplexes (32 second units were approved between 1980 and January, 1990, averaging 3.2 per year). In 1980, 53.7% of the City's housing units were owner-occupied. That figure may have grown slightly based upon the predominance of townhomes, condominiums and single-family units constructed since 1980. The table below shows the types of housing units in San Rafael and Marin County.

### Housing Units By Type (1970-1989)

Type of Unit	City of San Rafael		Marin County	
	1970	1989	1970	1989
Single Family	8,104	10,966	52,091	64,933
2-4 Units	1,739	2,372	7,205	9,885
5+ Units	4,044	6,293	11,943	20,059
Mobile Homes	0	402	721	1,691
Total	13,887	20,033	71,960	96,568
Source: 1970 U.S. Census and Department of Finance (January, 1989)				

## ***Housing Age***

San Rafael is one of the oldest communities in Marin and consequently has a high number of older housing units, although it is estimated that only 21% of the City's housing units were over 40 years of age as of January, 1989. Generally, housing more than 40 years old is more subject to deterioration and may need rewiring, modernized plumbing and new foundation work. Most of the City's older units are concentrated in West End, Downtown and Gerstle Park.

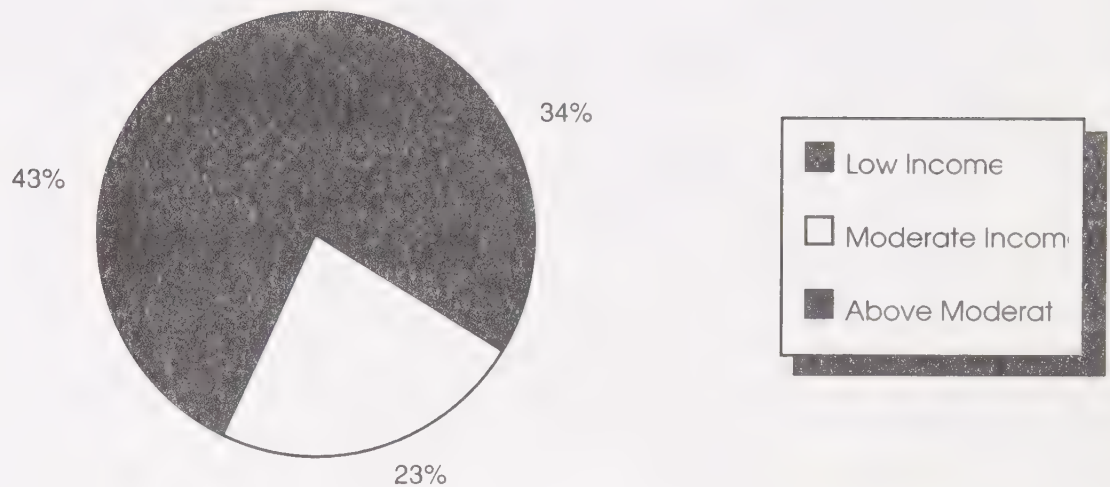
**Estimated Age of the City of the City of  
San Rafael's Housing Stock  
(1989)**

Years of Age	Number	Percent
Under 10 Years Old	2,079	10%
11-20 Years Old	4,140	21%
21-30 Years Old	7,024	35%
31-40 Years Old	4,772	24%
Over 40 Years Old	2,018	10%
Over 50 Years Old	2,300	11%
Total	20,033	100%
Source: Derived by adding the number of units built between 1980 and January, 1989 (from the California Department of Finance) to 1980 U.S. Census data.		

## ***Household Income***

San Rafael's median household income in 1980 was about 4% above the Bay Area median and almost 13% below the county as a whole. Between 1970 and 1980 the City's median household income increased 52.2%, while median household income in the county as a whole increased 76.3%. This is due, in part, to the City's higher proportion of elderly residents on fixed incomes. Over the same period, the median home price in San Rafael increased 290%. Approximately 34% of the City's households in 1980 would be considered "low income", earning less than 80 percent of the Bay Area median income.

## Income Distribution of Households in San Rafael in 1980



Source: 1980 U.S. Census

ABAG *Projections '90* for future mean household income (held in constant 1988 dollars) estimate that the mean household income in the San Rafael Planning Area will remain below the Marin County mean, but will stay well above the Bay Area as a whole. ABAG's estimated mean household income for the San Rafael Planning Area is \$58,700 in 1990, and is projected to be \$67,700 by 1995. The mean for all of Marin County in 1990 is estimated at \$62,700, and is projected to be \$69,400 by 1995.

### Projected Mean Household Income (In Constant 1988 Dollars)

Year	San Rafael	Marin County	Bay Area
1980	\$46,750	\$50,340	\$39,736
1985	\$54,100	\$57,200	\$43,300
1990	\$58,700	\$62,700	\$46,200
1995	\$67,700	\$69,400	\$48,900
2000	\$74,600	\$75,000	\$51,500

Source: Association of Bay Area Governments Projections '90

Overall, the impact of high housing prices and rents is most severe on households with lower incomes (earning less than 80% of median). According to the 1980 U.S. Census, 87% of the City's low income households paid more than 25 percent of their income on housing, with 79% of those overpaying households being renters. This impact is more severe for low income households since they have less disposable income for other necessities or savings.



**Distribution of Households by Household Income**  
(1980)

Household Income	City of San Rafael	Marin County
Less than \$5,000	9%	7%
\$5,000-\$9,999	12%	10%
\$10,000-\$14,999	13%	12%
\$15,000-\$24,999	23%	23%
\$25,000-\$49,999	31%	34%
\$50,000 or more	12%	15%
San Rafael Median	\$21,411	
Marin County Median	\$24,569	
Bay Area Median	\$20,607	
Source: 1980 U.S. Census		

**Estimated Number of Low and Moderate Income Households  
Paying More Than 25% of Their Income on Housing**  
(1989)

1980 Income	Renter		Owner		Total	
	Number Overpaying	Percent Overpaying	Number Overpaying	Percent Overpaying	Number Overpaying	Percent Overpaying
<b>Low Income</b>						
Less than \$5,000	1,265	94%	452	84%	1,717	90%
\$5,000-\$10,000	1,796	92%	414	65%	2,209	84%
\$10,000-\$16,500	1,915	71%	323	42%	2,238	66%
Subtotal	4,976	86%	1,189	71%	6,165	85%
<b>Moderate Income</b>						
\$16,500-\$20,000	367	40%	251	37%	618	39%
\$20,000-\$25,000	114	12%	243	20%	357	17%
Subtotal	481	20%	494	25%	975	23%
<b>Total Overpaying</b>	<b>5,457</b>	<b>68%</b>	<b>1,683</b>	<b>44%</b>	<b>7,140</b>	<b>60%</b>
Source: Derived by applying the distribution of low and moderate income households overpaying in 1980 (from 1980 U.S. Census) to the number of households in San Rafael as of January, 1989 (from the California Department of Finance).						

***Housing Tenure***

Owner-occupied units comprised 54% of the total in San Rafael in 1980 (estimated 11,040 households in 1989), with 46% of occupied units being renter-occupied (estimated 9,405 households in 1989). In Marin County as a whole, 60% of the units were owner-occupied and 40% were renter-occupied in 1980. In

1980, the proportion of single family detached units in San Rafael that were rented was 13%, while the proportion of single-family attached units that were rented was 42%. The San Rafael Planning Department surveyed selected condominium projects in 1983 and found that about 50% of those units were rented.

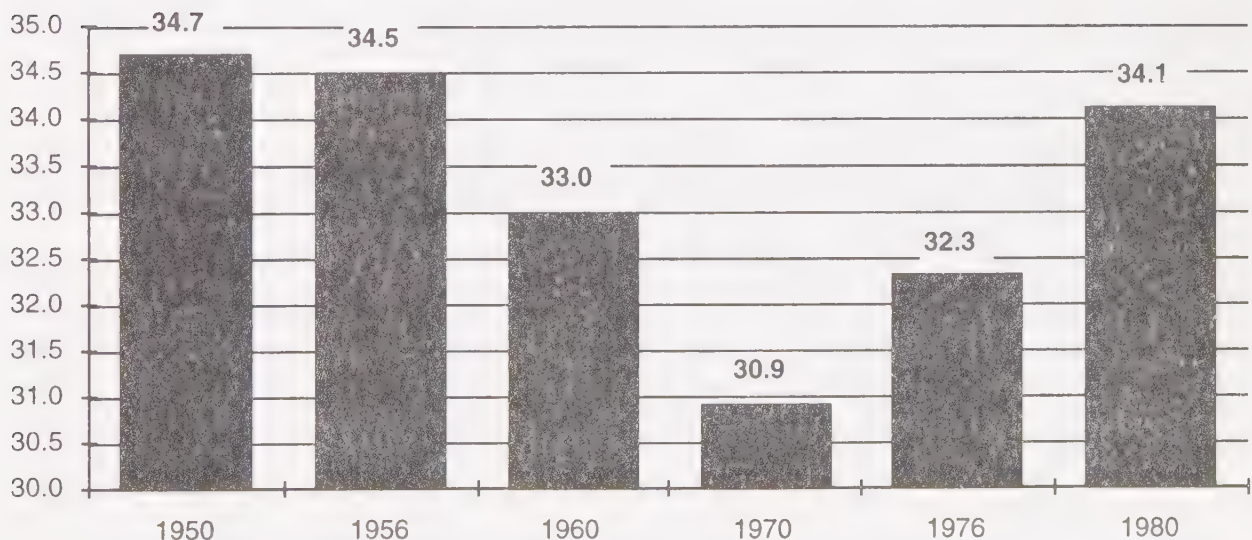
Elderly households predominantly live in owner-occupied units, based on 1980 U.S. Census information, with owner-occupants comprising 65% of the elderly residences and renter-occupants comprising 35%. Countywide, 30% of elderly residents rent their home. By comparison, about 52 % of the City's non-elderly households owned homes in 1980 and 46% rented.

The Marin Housing Center, a non-profit organization coordinating emergency shelter for the homeless, estimates that at any one point in time there are between 300-500 homeless people in Marin County. However, some estimates of the homeless population are as high as 2,000. Despite the availability of emergency shelters, there is currently insufficient emergency shelter for homeless, which includes the chronically homeless and the temporary homeless. The Marin Housing Center currently operates the following permanent emergency shelters in San Rafael: (1) Emergency Shelter, East San Rafael, with 30 beds dorm style; (2) Transitional House, Dominican Area, with 20 beds for families, elderly and disabled; (3) Voyager/Avanti Program, Downtown, with 20 beds in rooms for single-occupants, serving the mentally disabled; and (4) Armory, Civic Center, with a capacity of 100 beds, which is used only during the winter.

### Population Age

The median age in the City as increased from 30.9 years in 1970, to 32.3 in 1976 and to 34.1 in 1980. The median age for the county as a whole was 33.6 years in 1980. The change in median age between 1950 and 1980 is illustrated below.

San Rafael's Median Age from 1950 to 1980



Source: U.S. Census

Between 1990 and 2005, ABAG, in its *Projections '90* projects that the median age in Marin County will increase from 37.7 years in 1990 to 41.6 years in 2005. Marin County residents are expected to have the highest median age in the Bay Area in 2005, when more than 22% of the population is expected to be over 60 years of age, an increase from 14% in 1980. The median age in the Bay Area as a whole is projected to increase from 33.6 years to 36.8 years in 2005. The median age in Sonoma County, by

comparison, is projected to increase from 34.4 years to 38.4 years. The rapid population aging will have significant impacts in terms of service needs.

San Rafael's 1980 population was composed of slightly fewer children and more elderly as proportions of the population than the county as a whole. It is noteworthy that between 1976 and 1980, the number of children 19 years of age and under in the City decreased by 16%, while the number of elderly over 65 years of age increased by 18%. Both of these are dramatic changes in just a four-year period. Trends show that the proportion of elderly residents in the county will continue to increase. San Rafael's increase in elderly residents will be even faster than the county as a whole since the City has a higher proportion of residents over 55 years of age and because San Rafael is a desirable location for the elderly because of transit and services accessibility. The table below shows a breakdown of age groups in San Rafael and Marin County in 1980.

**Age of the Population in San Rafael**  
(1980)

Age Group	San Rafael	Marin County
Under 15 Years of Age	11.5%	17.4%
15-18 Years of Age	6.4%	6.4%
19-34 Years of Age	29.8%	29.0%
35-54 Years of Age	25.8%	27.4%
55-64 Years of Age	11.3%	9.9%
Over 65 Years of Age	11.3%	9.7%
Source: 1980 U.S. Census		

### ***Ethnicity***

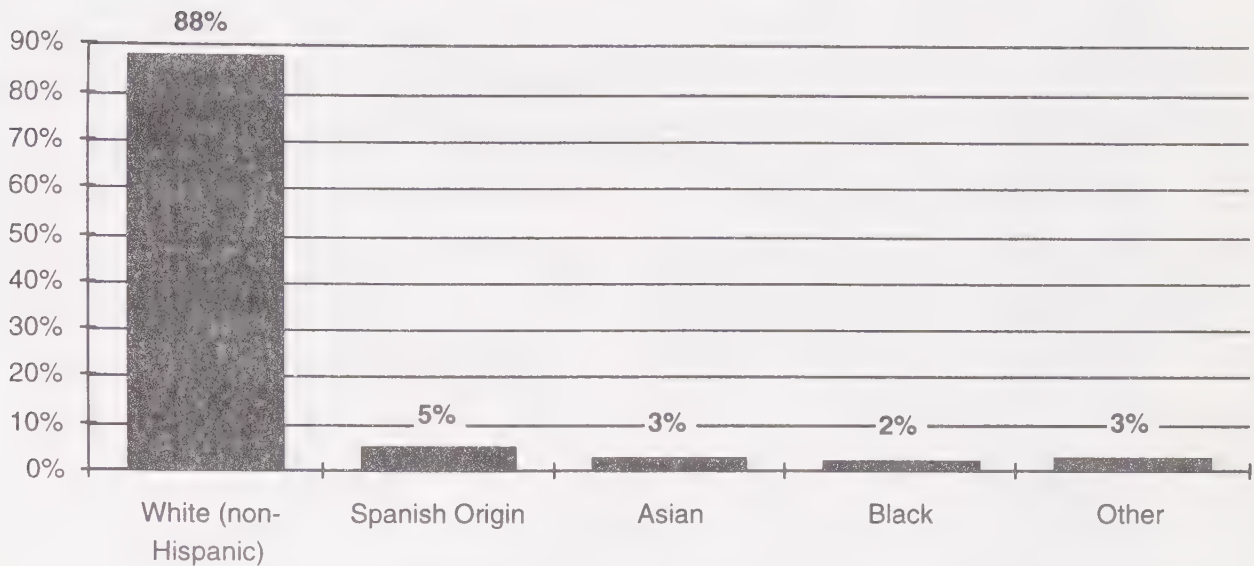
San Rafael possesses a growing minority population. According to the 1980 census, San Rafael's minority population accounted for 12.5% of the City's total population, compared to 11.5% of the total county population. In San Rafael in 1980, 88% (39,131) of the population were White (non-Hispanic); 5% (2,135) Hispanic; 3% (1,263) Asian; 2% (1,005) Black; and 3% (1,166) were some other ethnic background. Corresponding Marin County totals were 4% Hispanic, 2% Asian and 2% Black.

Certain neighborhoods in San Rafael have sizable minority populations. The East San Rafael area, and the Woodland, Montecito, and Lincoln neighborhoods have relatively higher proportion of Hispanics than the City as a whole. A survey conducted by Moore Iacofano Goltsman in 1989 as part of the East San Rafael Neighborhood Plan found the East San Rafael neighborhood to be ethnically diverse. Fifty percent of the survey's 304 respondents were White, 21% were Hispanic, 16% were Asian, 9% were Black and 4% were some other ethnic background. The ethnicity in East San determined through the 1989 survey is consistent with previous surveys undertaken in 1987 for Pickleweed Park and 1985 by Canal Community Alliance.

The average household income of minority residents is far below the City median in areas with high minority populations. It was estimated in 1987 that there were 13,000 to 16,000 Hispanic residents in Marin County, of which 8,000 to 11,000 (a minimum of 50%) live in low-income households.



### Population Ethnicity in San Rafael in 1980



Source: 1980 U.S. Census

### ***Marital Status***

There were more divorced and widowed residents as a proportion of San Rafael's population than the County as a whole in 1980. The proportion of divorced people residing in San Rafael increased from 6.2% in 1970 to 11.0% in 1980. The number of married people in the City has decreased from 61.5% in 1970 to 49.4% in 1980. Of the 5,322 households in 1980 with children under 18 years of age, 25.9% (1,377 households) were headed by a single parent, with 1,138 households (83% of those) headed by a single mother.

## **PROFILE OF NEIGHBORHOODS IN THE SAN RAFAEL PLANNING AREA**

Discussion of neighborhoods in the San Rafael Planning Area provides specific information on local variations in housing conditions and needs. Income, population, housing costs and housing tenure characteristics vary substantially by neighborhood. These differences illustrate why the City has developed a neighborhood planning program. Those neighborhoods which specifically stand out as having potential housing needs due to the age of the housing stock, household income, high proportion of elderly and a high proportion of single person households are Downtown, Montecito, East San Rafael and Lincoln Avenue. Each neighborhood in the Planning Area is described below, based on 1980 U.S. Census data. Tables summarizing some of the findings follow the discussion.

**Bret Harte/Lomita Park.** Bret Harte/Lomita Park are mixed single family and apartment areas. Household incomes, housing values and rents were below the Planning Area and City median. One-third of the residents lived alone. Only 6% of the housing units were over 40 years old.

**Dominican/Black Canyon.** Dominican/Black Canyon contain predominantly owner-occupied single family homes and some duplexes. Household incomes, housing values and rents were significantly higher than the Planning Area median. Eighteen percent of the housing units were over 40 years in age. Only 16% of the households contained one person.

**Downtown.** Downtown characteristics are quite unique when compared to other neighborhoods in the Planning Area. The area had a high percentage of elderly and a low percentage of children under 19 years of age in 1980. Only 10% of the occupied units were owner-occupied, while 90% were rentals. Two-thirds of the households in the Downtown had only one person. Household incomes, housing values and rents were far below the City and Planning Area median. The median household income was \$10,464 in 1980. Downtown residences provide a significant amount of housing for low and moderate income people. About 60% of the units Downtown were over 40 years old in 1980. A survey of residential building conditions in Downtown conducted by the Planning Department in 1985 concluded that 21% of the buildings, comprising 26% of the housing units in the immediate Downtown area, were in need of substantial rehabilitation.

**East San Rafael.** East San Rafael is divided into three sections: Bahia, Center and Harbor. The Center and Harbor areas contain predominantly rental apartments. The median age in 1980 was about 30, which was lower than the median age citywide. Incomes were also lower than the City and Planning Area medians. Over one-third of the housing units were occupied by only one person. The area had few elderly compared to the rest of the City. In 1980, the Center area had the lowest median household income in East San Rafael (\$11,789). A survey conducted in 1989 by Moore Iacofano Goltsman as part of the East San Rafael Neighborhood Plan showed that East San Rafael had a higher than Citywide average household size (estimated at 3.01 in the survey as compared to 2.19 for the City as a whole as estimated by the California Department of Finance) and a high percentage of renters (78%).

**Fairhills.** Fairhills is characterized by large, expensive, owner-occupied, single family homes. Single family homes comprised 80% of the area's housing units in 1980. Less than 20% of the units were occupied by one person. Fairhills had a high median household income (\$34,389) and a very high median age (42.2 years).

**Gerstle Park Central.** Gerstle Park Central had a low median household income and low housing sales prices compared to the rest of the Planning Area. Rents were comparable to the rest of the Planning Area. The area contained a fairly even distribution of single family homes (30%), duplexes and fourplexes (28%) and apartments (38%). One-third of the units were over 40 years old. About 76% of the households were renter-occupied and 42 percent were occupied by one person.

**Gerstle Park Ridge.** Gerstle Park Ridge contained 66% single family homes, 12% duplex and fourplex units and 21% apartments. Other characteristics of the neighborhood were about the same as for the Planning Area as whole, such as median income (\$22,692), median home values (\$140,000) and median rents (\$341).

**Glenwood.** Glenwood was 95% single family homes, almost all of which are owner-occupied. Median incomes, housing values and rents were very high compared to the Planning Area.

**Lincoln.** Lincoln includes a mixture of housing types and styles. About 18% of the units were over 40 years old in 1980. The area contained 30% single family homes, 22% duplex and fourplex units and 47% apartments. About 70% of the units were renter-occupied. In addition, slightly less than half of the units were occupied by one person. The area had a low median household income (\$15,895) and relatively lower rents (\$261) than the Planning Area as a whole. Home values were just slightly below the Planning Area median, at \$137,500.

**Loch Lomond/Villa Real/Country Club/Bayside Acres.** Loch Lomond/Villa Real/Country Club, and Bayside Acres contained 95% single family homes with over 90% of all the units being owner-occupied. The area had a high median income and high housing values and rents. Few of the units were over 40 years old.

**Los Ranchitos.** Los Ranchitos contained 96% single family homes, with the remaining units being condominiums. All of the units were owner-occupied. Only 4% of the units were occupied by one person. Median incomes and home values were very high compared to the Planning Area as a whole.

**Merrydale.** Merrydale's housing mix was about one-third single family homes and two-thirds multiple family homes. Twenty percent of the units were over 40 years old. Housing incomes, home values and rents are below the Planning Area median. One person households comprised about one-third of the households. One-third of the units were owner-occupied and two-thirds were renter-occupied.

**Montecito.** Montecito was an older, mixed, higher density neighborhood, with 20% of the units over 40 years old. The area contained predominantly duplexes/fourplexes and apartments. Twenty-six percent of the units were smaller single family homes. About 24% of the population was over 65 years of age. The neighborhood had low median incomes and low housing values and rents. Two-thirds of the units were renter-occupied. About 44% of the occupied units contained one person.

**Mont Marin/San Rafael Park.** Mont Marin/San Rafael Park had a high median income and high housing values and rents. About 77 percent of the units were single family. Most of the units were owner-occupied (93%); only 14% were occupied by one person.

**Northgate East.** Northgate East contained primarily apartments (52%) located near the freeway and the Contempo Marin Mobile Home Park (33%). Approximately 45% of all units were owner-occupied and 55% were renter-occupied. About one-half of the occupied units were occupied by one person. Housing values, primarily due to the mobile home park were very low (\$51,000) compared to the rest of the Planning Area. However, rents were above the Planning Area median. Incomes were slightly below the Planning Area median. About 18% of the population was above 65 years of age.

**Northgate West/Quail Hill.** In 1980, Northgate West/Quail Hill contained 66% apartments, 18% single family homes and 16% townhomes. About one-third of the units in the area were owner-occupied. About 37% of the units were occupied by one person. The area had the highest proportion of elderly over 65 years of age (27%) of any neighborhood in the Planning Area. The area also had the highest median age (48.8 years). Incomes, housing values and rents were about at the Planning Area median. The construction of the Villa Marin Senior complex in the early 1980's added 225 expensive senior residences in the area.

**Peacock Gap.** Peacock Gap is predominantly a single family neighborhood. Approximately 81% of the occupied units were owner-occupied. Only 13% were occupied by one person. Incomes, housing values and rents were significantly above the Planning Area median. The 1981 Peacock Gap Neighborhood Plan proposed approximately 300 additional units by 1990 half of which would be single family and half condominiums. Approximately 300 additional units were proposed by the Peacock Gap Plan long term at the McNear Quarry site.

**Picnic Valley/Southern Heights.** Picnic Valley/Southern Heights are older neighborhoods. In 1980, approximately 21% of the units were over 40 years old. Other characteristics of this area were almost exactly the same as the Planning Area as a whole.

**Santa Venetia.** Santa Venetia contained predominantly single family homes (86%). Most units (77%) were owner-occupied. Housing values were relatively low (\$103,800) compared to the rest of the Planning Area, while incomes (\$25,589) were at or about the Planning Area median.



**Santa Venetia Highlands.** Santa Venetia Highlands contained a mixture of single family homes (54%) and apartments (35%). About 60% of the units were owner-occupied. Over 20% of the residents are over 65 years of age. Rents were slightly below the Planning Area median. Incomes (\$22,647) were about at the Planning Area median.

**Sun Valley.** Sun Valley is comprised primarily of older, single family detached home (78% of housing units). In 1980, most of the remaining units are duplexes/fourplexes (15%). About 21% of the units were more than 40 years old. Almost three-fourths of the occupied units in the area were owner-occupied. Household size, income, home values and rents were at about the same level as the Planning Area as a whole.

**Terra Linda.** Terra Linda (Central, Northwest and South) was comprised of 2,709 households (8,047 people) in 1980. The area contained a relatively lower proportion of elderly and higher proportion of children under 19 years of age than the Planning Area as a whole. Except for Terra Linda South, the area was comprised almost exclusively of single family detached units. Terra Linda South contained 25% condominium, duplex/fourplex and apartment units. Household incomes and rents were above the median for the Planning Area while housing values were about the same. Except for the apartment units, the area contained few one person households. Most of the units were owner-occupied.

**Upper Lucas Valley.** Upper Lucas Valley is an unincorporated area which is almost exclusively composed of single family homes. About 96% were owner-occupied in 1980. The area's median household income, housing values and rents were much higher than the Planning Area as a whole.

**West End.** West End includes many older homes, one-third of which were over 40 years old in 1980. The area has a mix of single family homes (59%), duplex and fourplex units (21%) and apartments (19%). About half of the occupied units were owner-occupied. Approximately one-third of the households were comprised of one person. Household income, housing values and rents were at about the same level as the Planning Area as a whole.

The next several pages include summary tables highlighting key neighborhood characteristics from the 1980 U.S Census.

Higher Proportion of  
Units Over 40 Years Old  
in 1980

Neighborhood	Percent of Units
Downtown	60%
West End	33%
Gerstle Park - Central	32%
Sun Valley	21%
Picnic Valley/Southern Heights	21%
Montecito	20%
Lincoln	18%
Dominican/Black Canyon	18%
Planning Area Total	10%
Source: 1980 U.S. Census	

Higher Proportion of  
Multiple Family and  
Manufactured Housing  
in 1980

Neighborhood	Percent of Units
East San Rafael - Center	100%
East San Rafael - Bahia	98%
Northgate East	98%
East San Rafael - Harbor	95%
Downtown	86%
Northgate West/Quail Hill	82%
Montecito	74%
Gerstle Park- Central	70%
Lincoln	69%
Merrydale	63%
Planning Area Total	44%
Source: 1980 U.S. Census	

Higher Proportion  
of Rental Housing  
in 1980

Neighborhood	Percent of Units
East San Rafael - Harbor	94%
Downtown	90%
East San Rafael - Center	87%
Montecito	82%
Gerstle Park - Central	76%
Lincoln	70%
Northgate West/Quail Hill	66%
Merrydale	64%
East San Rafael - Bahia	64%
Planning Area Total	41%
Source: 1980 U.S. Census	

Higher Proportion of  
Elderly Residents  
in 1980

Neighborhood	Percent of Units
Northgate	27%
Downtown	24%
Montecito	24%
Santa Venetia Highlands	21%
Northgate East	18%
Planning Area Total	11%
Source: 1980 U.S. Census	

Higher Proportion of  
Single Person Households  
in 1980

Neighborhood	Percent of Units
Downtown	64%
Lincoln	48%
Northgate East	47%
East San Rafael - Harbor	46%
Montecito	44%
Planning Area Total	28%
Source: 1980 U.S. Census	

Lower Median Income  
Per Household  
in 1980

Neighborhood	Income
Downtown	\$10,464
East San Rafael - Harbor	\$11,789
Montecito	\$13,161
Gerstle Park - Central	\$14,206
East San Rafael - Center	\$15,606
Lincoln	\$15,895
Planning Area Total	\$23,238
Source: 1980 U.S. Census	

Lower Median  
Home Values  
in 1980

Neighborhood	Home Value
Northgate East	\$51,900
East San Rafael - Center	\$70,000
Downtown	\$91,500
Santa Venetia	\$103,800
Gerstle Park - Central	\$107,600
Bret Harte/Lomita Park	\$107,600
Merrydale	\$114,300
Montecito	\$116,900
Planning Area Total	\$145,400
Source: 1980 U.S. Census	



Lower Median Rents  
in 1980

Neighborhood	Rent
Downtown	\$216
Bret Harte/Lomita Park	\$260
Lincoln	\$261
Santa Venetia Highlands	\$265
Montecito	\$280
East San Rafael - Harbor	\$282
Merrydale	\$286
Planning Area Total	\$311
Source: 1980 U.S. Census	

## RECENT HOUSING CONSTRUCTION ACTIVITY

A total of 1,977 housing units were added to the City's housing stock between January, 1980 and January, 1990. Between January, 1970 and January, 1990, the City has added an average of about 260 units per year through new construction. This figure subtracts the number of units lost due to demolition or conversions units, which have averaged about 8 units per year. However, in 1989, the City adopted a housing replacement fee for units proposed for conversion or demolition. Only two units were demolished during that year and were replaced with new units. Thus, 17 units are estimated to be needed between 1988-1995 to replace units lost through demolition. The total number of housing units in the City has grown from 13,887 in 1970, to 19,258 in 1980 (almost 2,000 of these were added through annexation), to approximately 21,000 as of January, 1990. The tables below summarize building activity over the past decade and the last two years. As of January, 1990, partial planning approvals have been granted for 1,458 units, including 838 condominiums or townhomes, 564 apartments and 256 single family homes, some of which are in projects which have been partially built and have already received Building Permits.

### Building Completions in the City of San Rafael (January, 1980 to January, 1990)

Approval Status	Townhouse/ Condominium	Apartments	Duplex	Single Family Detached	Total
Building Permit Completions	921	629	83	344	1,977
Percent of Total	47%	32%	4%	17%	100%
Source: San Rafael Planning and Building Departments, 1990					

**Building Completions in the City of San Rafael**  
(January, 1988 to January, 1990)

Approval Status	Townhouse/ Condominium	Apartments	Duplex	Single Family Detached	Total
Building Permit Completions	207	272	11	132	622
Percent of Total	33%	44%	2%	21%	100%
Source: San Rafael Planning and Building Departments, 1990					

Between 1980 and 1990, a total of 859 very low, low and moderate income housing units were built or approved in the San Rafael Planning Area, with 85% of these located in the City. Thus, of the 3,435 units built or approved in San Rafael between January, 1980 and January, 1990, 25% have been specifically approved as Below Market Rate units for very low, low and moderate income households. Of these, 22% are very low income, 34% are low income and 45% are moderate income. Rentals comprised 74% of the total and owner-occupied housing 26%. Of the rental units 31% were senior rentals and 35% were non-age-restricted. Affordable housing units approved, built or under construction since 1980 in the San Rafael Planning Area are identified on the following pages.

**Low and Moderate Income Units Built or Approved  
in the San Rafael Planning Area  
(1980-1990)**

Project	Year Built/ Approved	Units or Rooms	Anticipated Affordability	Need Group	Primary Funding Source(s)
Parnow Friendship House	1981	72	Very Low	Senior (Rental)	HUD Section 202
626 Del Ganado	1982	12	Very Low	Handicapped (Rental)	HUD Section 202
San Rafael Commons	1980	83	Low Income	Senior (Rental)	Redevelopment Agency HUD, CDBG
Rotary Manor	1982	63	Low Income	Senior (Rental)	San Rafael School District San Rafael Rotary Club, Marin Community Foundation, CDBG
Rotary Manor Expansion	1986	36	Low Income	Senior (Rental)	San Rafael School District San Rafael Rotary Club, Marin Community Foundation, CDBG
Marin Abused Women Services (acquisition)		10	Low/Moderate	Women (Temporary)	CDBG
Housing Center of Marin		20	Very Low	Family (Temporary)	CDBG
Housing Center of Marin		30	Very Low	Family (Temporary)	Marin Community Foundation, CDBG, California Emergency Housing Program, Private Donations
Meadow Oaks	1985-86	13	Moderate	Owner	City BMR Program
Centertown	App 1989	17	Low	Family (Rental)	City BMR Program Density Bonus Redevelopment Agency
Captain's Cove	1984-85	160	Moderate	Owner	City BMR Program Marin County Housing Authority (13 Units sold to the MCHA with remaining 147 units affordable at initial sale for <\$90,000)
Channing Crest	1988	6	Moderate	Seniors (Owner)	Mortgage Revenue Bonds
1606 Third Street	1986	25	Low/Moderate	Rental	Mortgage Revenue Bonds
Summerhill	1988-89	4	Moderate	Owner	City BMR Program
Drakes Terrace	1989	13	Moderate	Seniors (Rental)	City BMR Program

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Project	Year Built/ Approved	Units or Rooms	Anticipated Affordability	Need Group	Primary Funding Source(s)
Peacock Ridge	1988-89	12	Moderate	Owner	City BMR Program
McInnis Park Apartments	1988-89	20 20 58	Low Moderate Moderate	Rental Rental Rental	City BMR Program (@ 10%) Development Agreement (no profit to developer)
Marin Lagoon	1989-90	18	Low/Moderate	Owner	City BMR Program
Crest Marin II	1990	44 18 15	Very Low Low Moderate	Rental (15 Years) Rental (15-40 Years) Rental (15-40 Years)	Mortgage Revenue Bonds (44 units very low income for 15 years, then 33 units low and moderate income)
Sundance Apartments (Acquisition)	Acq 1989	10 10 8	Very Low Low Moderate	Rental	Redevelopment Agency MHDC (Eventually will be 100% Low and Very Low Income)
Spinnaker #5	1989-90	5	Moderate	Owner	City BMR Program (Approved)
Spinnaker by-the-Bay	App 1989	20 20	Low Moderate	Rental	City BMR Program (Approved)
285 Woodland	1989	1 2	Low Moderate	Rental	City BMR Program
Laurel Glen	App 1989	2	Moderate	Owner	City BMR Program (Approved)
San Pedro Cove 2&3	App 1989	2	Moderate	In-Lieu Fee Collected	City BMR Program
Grove Hill	1986	4	Moderate	Owner	City BMR Program (Developer purchased 4 units at Captain's Cove)
Belle Avenue		1	Low	Shared Rental for Homeless, Single Parent Families	Innovative Housing HUD Marin Community Foundation
Various Locations		10	Low	Shared Rentals in various locations	Innovative Housing
Second Units		13 13 6	Very Low Low Moderate	Rental	Second Dwelling Unit Ordinance (estimate based on 1990 survey of affordability)
Total Very Low Income	201	23%			
Total Low Income	301	35%			
Total Moderate Income	357	42%			
Grand Total	859	100%			
Source: San Rafael Planning Department and Redevelopment Agency, February, 1990					

## POTENTIAL VACANT LAND AVAILABLE FOR HOUSING

In 1986, there were a total of 6,200 acres of vacant land in the Planning Area (+/-2% to account for rounding errors), of which 4,760 acres were available for residential development. As of January, 1990, the amount of vacant land available for residential development was approximately 4,200 acres. About four-fifths of the residential vacant land in the planning area is located north of Puerto Suello Hill. Planning staff calculated a maximum number of units that could be accommodated on each vacant parcel based upon slope density, slope hazards, visual significance, existing neighborhood subdivision patterns, existing zoning and densities established in neighborhood plans. It is estimated that approximately 8,000 new units could potentially be constructed within the projected "holding capacity" if all vacant parcels were developed to their maximum potential, which is unlikely. Of the potential unit total, it is estimated that about one-third would be single family detached units and the remaining two thirds classified as condominiums, duplex or multiple family units. Acreage devoted to duplex, multiple family and condominium development would be roughly 18% of the total residential acreage.

The conclusions of the vacant land inventory are that: (1) there is sufficient land available to meet the City's 1995 housing needs and beyond; (2) the supply of available land is dwindling and should be efficiently and effectively used in achieving the City's various affordable housing goals and special housing needs; and (3) St. Vincent's/Silveira and Northgate East are expected to contain the greatest amount of residential growth, with residential land south of Puerto Suello Hill being much more limited.

ABAG housing need determinations for the City of San Rafael from 1988 to 1995 total 2,793 units. Of these, 622 have been built or are under construction, leaving approximately 2,171 units needed. In order to meet the ABAG needs, approximately 395 units per year should be built between January, 1990 and July, 1995. In the past two years an average of 311 units have been constructed per year, but over the past 20 years an average of 260 units have been added to the housing stock per year (completions minus demolitions and conversions). Based on past trends it should be concluded that the City will have an extremely difficult time meeting its overall 1988-1995 housing needs. This will be further impacted by the moratorium on new hook-ups imposed by the Marin Municipal Water District in 1989.

It will also be difficult to meet the City's need for low income housing, which comprises 54% (978 units) of the City's total housing need for 1988-1995 (2,793), even with a continuation of the City's extremely successful affordable housing program, which resulted in 25% of the units built or approved over the past three years being Below Market Rate units affordable at low and moderate income levels. San Rafael will not be alone in finding it difficult to "meet" projected housing needs. State law requires a sustained and serious attempt to address regional housing needs, recognizing that meeting a community's identified need may exceed the community's ability to design or finance local housing programs, especially those for low income households. Interest rates, market conditions and infrastructure limitations not under the control of the City are other constraints.

State Housing Element law requires the City to identify sufficient capacity for high density designated/zoned land which could be used for multiple family housing to accommodate its low income housing need. To construct 978 units at 20-30 units per acre between 1988-1995, the City would need 33-49 acres of vacant high density land. The following summary is derived from Land Use Plan maps:

1. St. Vincent's/Silveira is designated a "Mixed Use Area" on the Land Use Plan map. It contains approximately 350 acres available for up to 2,100 residential units. The General Plan states that a mix of densities, and smaller units less than 1,500 square feet in size, are encouraged. High density areas are proposed near a neighborhood commercial center and transit stop. Planning Department staff estimate that up to 35 acres could be used for high density residential use at an overall average of 20 units/gross acre. Other parts of the St. Vincent's/Silveira properties would include medium and low density residential development. A St. Vincent's/Silveira Advisory Committee will further refine the location and amount of development potential in this area. Also, land use alternatives for this area are being studied as part of the Countywide Plan update.

2. A 9 acre parcel at the end of Cresta Drive is designated "high density residential". Crest Marin II, a 220-unit apartment project, was approved on this site in 1990.
3. The Downtown "Centertown" site is 0.8 acres. This fully-approved 63-unit project is expected to be under construction in 1990.
4. In the Smith Ranch Road area a 16.5 acre site was given a "medium density" land use designation because nearly half of the site is steeply sloping. A 184-unit apartment project is proposed on approximately 9 acres of this site and is a recommended priority project under the City's "Priority Project Procedures" for traffic impacted areas. In essence, this is a high density project.
5. Also in the Smith Ranch Road area is 9 acres of vacant land given a "medium density" designation because a portion of the site is steeply sloping and a portion of the site is a roadway easement. A 98-unit apartment project was constructed on approximately 5.5 acres in 1988.

While State law and HCD, in its review of Housing Elements, are primarily concerned about larger, vacant sites, a number of high density apartment projects have been constructed in San Rafael on high density zoned/designated small in-fill sites which are currently "underdeveloped" with one or two units. Such redevelopment is occurring along Lincoln Avenue, Downtown, along Woodland Avenue, Merrydale Road, and to a lesser extent in the Montecito neighborhood. For example, 6 units replaced one at 231 Union Street (Montecito) in 1987; a 25-unit apartment was constructed at 1606 Third Street (Downtown) on a vacant site less than 0.5 acres in 1986; 6 units replaced one at 1516 Lincoln Avenue in 1987; and a 20-unit apartment replaced one unit at 285 Woodland.

The Circulation Element of the General Plan identifies specific circulation improvements needed to serve all planned residential development. Costs and funding sources are also included. Other City sites are within the existing service areas of local water and sewer districts and are considered infill development.

In summary, more than 33-49 acres of vacant high density land are zoned/designated for high density development in the General Plan which could be used to construct needed low income housing.

## POTENTIAL FACILITIES CONSTRAINTS

The following summarizes potential facilities capacity constraints that could affect the ability of the City in meeting its housing needs. Each of these is described in more detail in the Land Use and Circulation Background sections.

**Highway.** Congestion on Highway 101 is a regional problem. Highway 101 operates at capacity through San Rafael at peak hours. Expansion of the highway's capacity is primarily the responsibility of the State Department of Transportation. The Highway 101 Corridor Plan Phase II study was completed in Summer, 1989. Upon completion, Marin and Sonoma Counties began separate efforts to establish countywide sales tax ballot measures needed to fund 101 corridor transportation improvements identified in the Phase II Plan.

In 1988 and 1989, a Transportation Expenditure Plan Committee composed of representatives from each Marin County jurisdiction prepared a draft Transportation Improvement and Growth Management Plan. This Plan will form the basis for the Marin Transportation Sales Tax Measure which is expected to be brought before the voters in 1991. In addition, the Marin Transportation Authority was formed by a Joint Powers Agreement to manage the sales tax funds, should they be approved. The Authority is a 7-member body which is presently meeting to refine the policies of the Growth Management Plan.



As of February, 1990, all cities in Marin County were reviewing the provisions of the proposed Sales Tax/Growth Management Plan. Specifically, each jurisdiction is considering provisions in the Plan which establish countywide planning standards, define the types of projects that would come under the purview of the County Planning Committee, and the requirement that each jurisdiction's general plan conform to the County planning standards. These requirements must be met in order for each jurisdiction to receive their portion of the sales tax revenue.

Approximately 18% of the sales tax revenue will be distributed to each jurisdiction. San Rafael's portion of this distribution will be \$600,000 per year. These moneys may be spent on local road maintenance and transportation improvements. The bulk of the sales tax revenues will be spent on the improvements identified in the Transportation Improvement and Growth Management Plan.

**Local Streets.** The General Plan strives to balance new development with transportation capacity; an important determinant of the type and amount of future development in San Rafael. The San Rafael General Plan sets traffic level of service standards for major intersections throughout the City. It also identifies "traffic impact areas." These are areas tributary to the following interchanges: I-580/101/Bellam; Lucas Valley Road/Smith Ranch Road/101 and Freitas Parkway/101.

In late 1988, the City adopted a "Priority Project Procedures" for traffic impacted areas. Under this process, the City gives approval priority to identified high priority projects for the limited remaining interim traffic capacity. Currently, the Priority Project Procedure policy applies to projects affecting the interchanges identified above. The General Plan identifies affordable housing projects, high tax generating uses and needed neighborhood serving uses as projects "which shall receive priority" (Policy C-7). In addition, a limited number of "bonus" trip allocations are reserved for projects providing significant amounts of affordable housing.

In March, 1989, the City Council completed the first round of priority project review. All affordable housing projects which competed were given priority ranking except the second phase of one project.

It is possible that the proposed growth management plan could slow the development of Marin County housing through establishment of highway level of service standards tied to specific development approvals. At this time it is unknown what the final version of the growth management plan will be, so it is difficult to pinpoint specific effects.

In the short-term, therefore, most affordable housing projects are not being delayed by this process. However, depending on construction time-frames for identified road improvements some projects may be delayed in the future.

**Water.** San Rafael is provided water by an independent special district, Marin Municipal Water District (MMWD). The District serves San Rafael and southern Marin. It is governed by an independently elected Board of Directors. The District utilizes a system of county-wide reservoirs and storage tanks to supply its service area. In February, 1989, MMWD imposed a prohibition on new water hook-ups beyond a total limit of 35,000 acre-feet (AF) annual potable water demand which could have a significant impact on planned District-wide housing supplies within the MMWD service area. MMWD had identified the need to obtain permanent new water supply totaling between 10,000-14,000 AF. This range is due to the fact that certain water supplies may be reduced during drought and, therefore, a larger annual commitment may be necessary to guarantee a 10,000 AF supply. Of this 10,000 AF, 5,000 is needed to adequately serve existing development and 5,000 is needed to serve planned development identified in City and County General Plans. A Water Supply Master Plan was adopted in October, 1989 which identified three alternative supply solutions. To determine its water supply goal, the District consulted with the City of San Rafael, Marin County and Mill Valley concerning future land use plans. In addition, all Marin County jurisdictions reviewed a draft of the Plan and provided comments to MMWD.

The Plan calls for increasing the reclaimed water production from the Las Gallinas Valley Sanitary District to replace potable water hook-ups presently used for irrigation. New irrigation needs could also be met with reclaimed water as development proceeds in north San Rafael. The District estimates that 425 AF of potable water could be saved through conversion of existing users and connection of some new users to reclaimed water sources. This amount of potable water could serve approximately 1,200 households. While potentially providing a significant amount of water savings, this alone will not meet the District's 10,000-14,000 AF goal.

A second possible supply solution is to secure a permanent water allotment either from the Sonoma County Water Agency or Yuba County water via the North Bay Aqueduct. Long-term contracts for 14,000 AF are under discussion with both agencies. This supply would still require conservation on the part of MMWD customers during periods of drought.

The third option under study is to develop 10,000 AF of permanent supplies through desalinization of San Francisco Bay water. A consultant study of this proposal has been approved by the District Board. If feasible, two plants producing 5 million gallons per day would be required. This yield would have the advantage of being a firm supply even in drought years.

By April, 1989, all remaining water had been allocated and a waiting list for new hook-ups was established by MMWD. The District has set aside 100 AF for future public service related uses (e.g., a new County jail) and has identified approximately 1,100 AF of water that is committed but not presently used. Examples of these types of commitments are future development at Hamilton AFB (750AF), meters on vacant property and second meters on properties with one operational meter (245 AF). The District has established a 1992 time limit for these inactive services to come on line or forfeit their allocation.

Until new sources of supply are developed or the existing commitments noted above are forfeited, new development projects on the MMWD waiting list cannot be supplied. However, in the 10 months since the waiting list was established, approximately 50 applicants on the list have received hook-ups as minor existing commitments were forfeited. Additional water supplies may take several years to acquire and develop. Housing projects are expected to be delayed by this constraint because of the moratorium on new hook-ups, although limited opportunities exist at the present time to allow affordable housing projects under the District's set aside of 100 AF for public service uses under the District's set aside exemption of 100 AF for public service uses. To date, a 28-unit project in Larkspur utilizing 8.25 AF has been granted a hook-up. To qualify for consideration a housing project must be:

- (1) Eligible for Community Development Block (CDBG) assistance.
- (2) Developed by a government or non-profit agency.
- (3) Comprised entirely of units which are:
  - a. In the case of rental projects, for low and moderate residents whose incomes do not exceed 100% of the area median income; and,
  - b. In the case of homeownership projects, for low and moderate income residents; and,
  - c. Legally restricted to retain affordability for at least 30 years.
- (4) Reserving at least 50% of the units for persons or households defined as lower income.
- (5) One which has a commitment of public or Foundation funding.



Existing water conservation measures which MMWD has implemented include:

- a tiered rate structure to discourage high water usage;
- requirements for low flow water fixtures in new homes;
- landscape standards which limit turf areas to minor percentages of institutional, industrial, commercial and multifamily residential projects, including condominiums; and
- requirements for automatic irrigation controls and low volume irrigation systems for all landscape areas.

Additionally, MMWD has allocated funds to improve and significantly expand its water reclamation facilities near the Las Gallinas Valley Sanitary District plant. New pipelines will provide potential for reclaimed water use in landscape areas throughout much of Terra Linda and Northgate East. The reclamation plant is anticipated to supply approximately 1000 AF of reclaimed water after 1994, an estimated increase of up to 950 AF in new supplies.

The County and all Marin cities and MMWD are currently participating in a Countywide Plan update. A March, 1990 report presented several countywide land use alternatives. The report noted that a land use plan which would stay within existing water supplies would need to reduce development potential within the MMWD service area by 85%. This amount of reduction is generally considered infeasible. San Rafael representatives are working closely with other Marin cities, the County and MMWD through this committee to come to countywide consensus on development issues, including water supply issues.

Adopted City land use policies recognize the need for additional water supplies and support MMWD in developing reliable, additional long term supplies. City staff has analyzed and commented on District Plans and water supply alternatives, and will continue to do so.

City Land Use Element policies and programs also address water conservation and support reclaimed water use. On the City's part there has been an ongoing program to retrofit irrigation systems and install automatic irrigation controls in public parks and landscape areas to reduce water use. The City also uses MMWD water conserving landscaping standards in its review of new projects.

**Sewage Treatment.** San Rafael lies in two drainage basins, each served by a different sewage treatment district. The San Rafael basin area is served by the Central Marin Sanitation Agency treatment plant and San Rafael Sanitation District. The Las Gallinas basin is served by the Las Gallinas Valley Sanitary District plant. Treatment capacity is not a current constraint to development in the CMSA/SRSD although transport system improvements are needed. However, the increase in flows at the Central Marin Sanitation Agency plant will need to be carefully monitored.

The LGVSD plant has a capacity rating of 2.9 mgd. Present average dry weather flows are 2.05 mgd. An additional 250,000 gallons per day (gpd) have been allocated to new development, but not yet connected. This translates into approximately 1,250 dwelling units. The District has an annual allocation limit of 60,000 gpd. In 5 years, if the full allocation were used annually, this would bring total demand to 2.6 mgd, well within the District's treatment capacity. The 5-year annual allocation would allow approximately 1,500 new dwelling units. The District notes that annual flows have been reduced in recent years because of water conservation. Should water consumption increase in the coming years, this would increase the treatment demand at the LGVSD plant.

As a result, the treatment plant expansion that was expected to be needed by 1990 will probably not be needed in the short-term. The City should continue to monitor capacity in the future (as identified in General Plan Land Use Program LU-ff) so that if there is a problem any needed plant expansion can be undertaken in a timely fashion.



## POTENTIAL MARKET CONSTRAINTS

### Land Costs

The cost of land throughout Marin County and in San Rafael is very high. Vacant land within the City of San Rafael is limited. Since the demand for housing in the City is very high (vacancy rate at 1.1% as of January, 1989), the value of potential residential land is increasing and has become a substantial factor in the cost of providing housing. Land costs can entail from 40% to 45% of the costs of a home in Marin, compared to about 25% nationally. Major contributors to the cost of land are the amount of land available and the density of residential use allowed. In addition, cost is affected by other factors such as location, buildability, availability of community services, attractiveness of the neighborhood and any restrictions on development.

The cost of the remaining land in San Rafael varies greatly depending upon its location, size, availability of public services and the difficulty of development (steep slope, bay mud or flatland). Single family infill lots ranged in price from \$90,000 to \$700,000 in 1985. In Peacock Gap, an existing lot sold in 1989 for about \$400,000. In 1990, developable in-fill lots have become very scarce. If such lots were available, it is unlikely that one could purchase a lot for less than \$250,000. The price of the few larger acreage parcels is difficult to determine. The cost of development may be high because of geotechnical and other problems on these remaining sites.

### Construction Costs

The Marin Builders Exchange calculated the following figures for a typical three-bedroom, two bath house in a small subdivision in Marin County (1988): (1) Land cost for level parcel, approximately one acre in size, located near existing roads, \$150,000; (2) infrastructure installation (storm drain, sewer and water lines, electric lines), \$10,000; (3) labor and materials for construction (2,000 square foot unit), \$150,000; (4) total, \$310,000. The Builders Exchange further subdivided the \$150,000 cost of constructing the house into the following percentage components:

**Generalized Construction Costs for a  
Single-Family Home in Marin County  
(1988)**

Item	Percent of Cost	Amount
Fees and Plan Check	3%	\$4,500
Foundation	5%	\$7,500
Lumber	10%	\$15,000
Labor (rough)	10%	\$15,000
Labor (finish)	3%	\$4,500
Cabinets and Counters	6%	\$9,000
Insulation	3%	\$4,500
Roof	7%	\$10,500
Doors	4%	\$6,000
Windows, Sliding Doors	3%	\$4,500
Siding	9%	\$13,500
Sheet Rock	5%	\$7,500
Painting	5%	\$7,500
Carpeting	4%	\$6,000
Appliances	3%	\$4,500
Heating and Plumbing	14%	\$21,000
Electrival Wiring	6%	\$9,000
Total	100%	\$150,000
Source: Marin Builders Exchange, 1988		

The cost of constructing housing has risen significantly in recent years. According to Bank of America, the typical cost to build an average quality wood frame single family detached home ranges from \$95 to \$110 per square foot in 1990. In Marin County this cost can go up to \$200 per square foot for more expensive custom-built homes. Construction costs for an average multiple family unit are generally about 20-25% less per square foot. While construction costs for new housing have risen dramatically in recent years, so too has the cost of "existing" housing.

Increases in construction costs are not the only culprits in increasing housing costs in the Bay Area or San Rafael. Local government has control over some factors affecting construction costs such as permit processing, building code requirements, construction standards, pre-development studies and design review. But local government has little control over the costs of labor and materials. The Marin Property Owners Association indicates that while labor contracts are the same in Sonoma County, workers can get the job done faster because there are less overall site constraints on the land that is available. In addition, Sonoma County land prices are significantly less overall.

### ***Financing Costs***

In the late 1970's and early 1980's home buyers were also confronted with high mortgage interest rates, which were at about 14% to 15% for a 30-year fixed rate loan. Adjustable Rate Mortgages (ARM) were at about 11.5%. Currently, 30-year fixed rate mortgages are at about 10%. High interest rates make qualifying for a loan extremely difficult. The following table can be used to determine approximate monthly payments for principal and interest at various interest rates.

### Payments at Various Rates for a 30-Year Loan

Loan Rate	Monthly P&I to Amortize \$1,000	Annual P&I for \$100,000 Mortgage	Annual P&I for \$150,000 Mortgage
7%	\$6.66	\$7,992	\$11,988
8%	\$7.34	\$8,808	\$13,212
9%	\$8.05	\$9,660	\$14,490
10%	\$8.78	\$10,536	\$15,804
11%	\$9.53	\$11,436	\$17,154
12%	\$10.29	\$12,348	\$18,522
13%	\$11.07	\$13,284	\$19,926
14%	\$11.85	\$14,220	\$21,330

Source: Loan Amortization Tables

The chart on the following page shows what these interest rates mean in terms of monthly payment and qualifying for a loan for a Below Market Rate Unit (\$120,000) and median priced single family home (\$375,000) with a 20% down payment (\$20,000 and \$75,000 respectively). The table uses the rule of thumb that the housing payment should not exceed 33% of a household's gross income.

### Monthly Payments and Income Needed at Various Interest Rates and Loan Amounts (1990)

Loan Rate	____\$100,000____		____\$300,000____	
	Monthly Payment	Needed Income	Monthly Payment	Needed Income
7%	\$666	\$24,218	\$1,998	\$72,655
8%	\$734	\$26,691	\$2,202	\$80,073
9%	\$805	\$29,273	\$2,415	\$87,818
10%	\$878	\$31,927	\$2,634	\$95,782
11%	\$953	\$34,655	\$2,859	\$103,964
12%	\$1,029	\$37,418	\$3,087	\$112,255
13%	\$1,107	\$40,255	\$3,321	\$120,764
14%	\$1,185	\$43,091	\$3,555	\$129,273

Source: Loan Amortization Tables

In order to qualify for a mortgage loan, an applicant must be able to prove a degree of financial stability. Generally, as the amount of mortgage increases, the more proof lending institutions require. In October, 1989, Marin County Planning staff interviewed representatives from a number of banks in Marin as well as community leaders to assess whether or not the requirements of lending institutions are an actual or potential constraint to the development of housing. It was found that mortgage loans and rehabilitation



loans are generally available, and if there are mortgage deficient areas in the county, it is not due to discriminatory practices by mortgage lenders, but rather the financial capabilities of individuals.

Households qualifying for mortgages are generally able to obtain them. In response to high housing costs, some lenders were providing mortgages of 95% of the value of the house in 1989, a significantly higher percentage than normally allowed (80%).

## **POTENTIAL GOVERNMENT CONSTRAINTS**

### **Land Use Controls**

The City of San Rafael regulates the use of land within the City limits through the General Plan, the Zoning Ordinance, the Subdivision Ordinance and the Building Code. The revised General Plan provides overall densities and development policies for specific areas of the community. In this respect, the new General Plan provides much greater specificity and policy guidance for future development than previous City plans and policies. The Zoning Ordinance implements the General Plan and provides greater specificity on densities, height and yard regulations, etc. The City's Zoning Ordinance is currently being revised, with a draft expected by late 1990. Historically, the relationship of zoning to the General Plan has been an important aspect of San Rafael's land use regulation. Zoning has been used as a site specific tool to derive the density and intensity of proposed land uses.

A comparative study by the Marin County Planning Department in 1983 found that San Rafael's zoning allowed densities higher than any other community in the County. These requirements should be viewed in light of the fact that San Rafael is the urban center of the county and that it has the highest densities of any area in Marin County. San Rafael's multiple-family ("R-3") District allows 1 unit per 1,000 square feet of land area, compared to 1,500 square feet in most Marin cities' multifamily zoning districts. This translates to 43 units per net acre as compared to 29 units per acre as allowed in most Marin cities.

San Rafael has used P-D (Planned Development) zoning for even greater density on selected sites. San Rafael Commons, for example, was built at 90 units per acre, with the higher density allowed because it was an affordable senior project with significantly reduced parking requirements. San Rafael's single family ("R-1") District allows lots as small as 5,000 square feet in size, which is the smallest single family lot zoning allowed in Marin County.

On and off-site improvements required by the City are fairly standard when compared with other cities in Marin County. Such improvements can include curb, gutter and sidewalk for an average project. More expensive improvements can be necessary where the site includes special environmental resources, mitigation of slide hazards, there is inadequate downstream drainage, or other special conditions pertaining to the site. In the drainage case, new projects must mitigate the effects of increased runoff downstream. Extensive areas in San Rafael are in areas designated as a floodplain by the Federal Emergency Management Agency (FEMA).

### **Permit Approval Process**

Like all local jurisdictions, the City of San Rafael has a number of procedures and regulations it requires any developer to follow. A project proposed in San Rafael is typically involved in some combination of the following review processes: environmental review, use permits, building permits, subdivision maps, and rezonings. Undue delays in processing project applications increase a developer's costs. In San Rafael, many permits are processed concurrently at the discretion of the applicant. In addition, the City has been "fast tracking" affordable housing projects through the necessary review processes by assigning priority for staff time to them.

Other methods the City uses include: procedural application checklists for clarity; early involvement of developers with neighborhood residents to provide information and identify potential issues; combined processing of applications; use of master Environmental Impact Reports or data; etc. The costs of processing are the result of State requirements, local procedures, the quality of project submittals and local resident review.

In 1989, the City approved a Neighborhood Meeting Procedures intended to formalize early meetings with neighborhood groups on specific development applications. In the past, this procedure has been extremely successful in identifying key project issues and appropriate project modifications that in the long-run reduce the time in processing an application through the public hearing process.

Traffic capacity has become limiting factors throughout Marin County and in many other parts of the Bay Area. San Rafael has developed specific standards for traffic level of service for health and safety reasons, consistent with State law requirements. The City has identified traffic impact areas and has established project approval procedures for projects in these areas. This process can occur concurrently, before or after the project approval process.

Currently, the Priority Project Procedure policy applies to projects affecting the I-580/101/Bellam interchange, the Lucas Valley Road/Smith Ranch Road/101 interchange and Freitas Parkway/101 interchange. The General Plan identifies affordable housing projects, among other types of projects, as projects "which shall receive priority" (Policy C-7) in areas where there is limited circulation capacity. In addition, a limited number of "bonus" trip allocations are reserved for projects providing significant amounts of affordable housing.

## **Local Permit Fees**

Costs associated with the permit process may act as a constraint to the development of affordable housing. Line item permit costs are related to processing, inspection and installation services. They are limited by California law to the cost to the various agencies of performing these services.

The City also assesses traffic improvement mitigation fees for projects in three impact areas. Fees are assessed on development projects which increase afternoon peak hour traffic, with each project paying a prorata share of designated area-wide improvements based on the number of afternoon peak hour trips expected to be generated by the project. The impact fees in these impact areas differ based on the needs and cost for the traffic improvements. As of 1988, the areas and fees are: (1) Northgate, \$2,255/trip; (2) Downtown and Environs, \$702/trip; and (3) East San Rafael, \$2,227/trip. The fees are adjusted annually according to the Lee Saylor Construction Cost Index.

San Rafael's permit fees are significantly lower than permit fees charged by Marin County. The City has about the same permit fees when compared to other cities in the county. The City has also waived certain fees for affordable housing projects. Minimum 1990 permit cost estimates are shown below for two types of projects: a single family home (2,500 square feet) on an existing infill lot and a condominium (one of forty 1,420 square foot units) which was part of a Planned Development. Fees can vary depending on site conditions, location and the type and design of development, the need for environmental review, etc.

**Approximate Permit Costs**  
(1990)

Permits	Infill Single Family (\$150,000 to Construct)	Condominium (\$85,000 to Construct)
Building Permit (@\$60/sq. ft.)	\$558	\$368
Plan Check	\$363	\$239
Development Tax	\$508	\$254
Plumbing, Mechanical and Electrical	\$192	\$151
Zone Change	--	\$625
Use Permit	--	\$350
Design Review	--	\$125
Initial Environmental Study	--	\$225
Notification Fee	--	\$25
Tentative Map	--	\$1,900
Final Map	--	\$1,150
Subtotal**	\$1,621	\$5,158
Sewer Connections	\$910 Average	\$910 Average
Water Connection	\$3,000-\$8,000	\$3,000-\$8,000
School Fees (@\$.99-\$1.34/sq. ft.)	\$2,495-\$3,350	\$2,495-\$3,350
Subtotal	(\$6,405-\$12,260)	(\$6,405-\$12,260)
Grand Total	\$8,026-\$13,881	\$11,588-\$17,443
**Traffic Mitigation Fees are charged in some areas (see above text).		
Source: San Rafael Planning and Building Departments, January, 1990		

## Article 34 Referenda

California Law (Article 34) requires jurisdictions to place public housing projects on the ballot for local approval before construction. In 1977, San Rafael voters passed by a 73% majority, a referendum allowing construction of 120 publicly-financed housing units for senior citizens. Eighty-three of these non-market rate units were built in the San Rafael Commons project. The election indicates a general willingness to approve Article 34 referenda in San Rafael.

By requiring referendum approval of all low rent housing projects "developed, constructed, or acquired in any manner" by any state or public body, Article 34 of the State's Constitution poses an obstacle to the delivery of housing suited to the needs of lower income households. In general, Article 34 applicability depends on three criteria. First, a state or public body must be involved in the project. Private sponsors



developing low rent housing projects with federal or private money, for instance, are not subject to Article 34. Second, the State or public agency must develop, construct or acquire the project. Public agencies which lease low rent housing are not covered by Article 34. The third requirement is that the project be a low income rental development. The development of mixed income rental housing which is not 50% or more low income has been held by California courts not to require a referendum.

State legislation exempts from the referendum requirement the following types of projects: (1) privately owned housing which is less than 50% low income rental; (2) privately owned housing which is not financed or subsidized by a State or local public agency; (3) cooperative housing, and any other type of owner-occupied housing; and (4) newly constructed, privately owned one-to-four family dwellings not located on adjoining sites.

## **OPPORTUNITIES FOR ENERGY CONSERVATION**

Affordable energy is an essential component of affordable housing. Energy costs to the consumer have increased 100% over and above inflation since 1970, while crude oil prices have increased more than 500%. Houses built after 1975 use about half as much energy as homes built before then because of California energy conservation standards. More recent standards are even more strict. Minimizing energy used for space and water heating as well as air conditioning can significantly increase the affordability of housing. Water heating is second only to space heating in total energy usage. According to PG&E, energy use can range anywhere from \$75 to \$200 per month in homes heated by electricity.

For new housing, State conservation standards, implemented as part of the Building Code, substantially reduce the cost of energy for homeowners. Since much of San Rafael is already developed, there is also opportunity for energy savings in existing housing. Most residential structures can be retrofitted with conservation measures that provide nearly the energy savings achieved in recent new construction. Many can also be retrofitted with passive design measures, such as the addition of a solarium or south-facing windows in conjunction with a heat storage mass.

There are several local programs which have provided assistance to low and moderate income households in retrofitting their homes. These include the Community Action Marin-Energy "Home Weatherization" project and PG&E's Home Weatherization Audit. Community Action Marin-Energy, which merged with Marin Citizens for Energy Planning, weatherized 683 low income household units through in 1989, with an estimated 25% of this total, or 170 units, located in San Rafael. Similar numbers of units were weatherized in 1988. The weatherization program offers free attic insulation, weatherstripping and caulking, water heater blankets and low flow shower heads for low income households. PG&E partially funds this program through a contract with Community Action Marin-Energy and also offers a program which analyzes how homes can be made more energy efficient.

The PG&E "walk-through audit" provides a comprehensive assessment of energy conservation needs and costs related to home appliances, structural design and insulation capabilities. The Energy Crisis Intervention Program, funded by the State Department of Economic Opportunity, is designed to help low income residents pay delinquent energy bills to avoid interruption of service.

## EVALUATION OF PROGRAMS IN THE 1988 HOUSING ELEMENT

As required by State Housing Element Guidelines, this section evaluates the achievements of City housing programs which were adopted as part of the 1988 Housing Element. There are many factors which affect the success or apparent failure of a program. The programs discussed below have been evaluated in light of what the City has done to implement the program or what other agencies or groups have done to implement the program. Other factors affecting program success include the effects of the economy in general, and the decreasing availability of state and federal funding for new below market rate housing.

In general, the goals, policies and programs in the current Housing Element have been very successful in providing affordable housing and meeting a diversity of housing needs. San Rafael is one of only 10 cities in the Bay Area to come within 50% of meeting its lower income housing need between 1980-1990, according to a March, 1989 Bay Area Council survey. Of the 3,435 units built or approved in San Rafael between January, 1980 and January, 1990, 25% have been specifically approved as Below Market Rate units for very low, low and moderate income households.

### Evaluation of Program Effectiveness in Meeting 1988 Housing Element Program Targets

		1985-1990	1985-1990	
Housing Program	Target	Actual	Comments	
Housing Conservation Programs				
H-n	Rehabilitation Loans			
	• Residential Rehab	30	32	Overestimated funding available
	• Rental Rehab	90	112	Exceeded target estimate
H-q	Rental Housing Assistance			
	• Section 8	450/Year	563	Exceeded target estimate
	• Project Independence	25/Year	15	Overestimated funding available
	• Rebate for Marin Renters	40/Year	9	Overestimated funding available
H-r	Acquisition Program	50	32	Overestimated target
H-s	Energy Conservation			
	• Home Weatherization	75	170	Exceeded target estimate
New Market Rate/Below Market Rate Housing				
H-v	New Housing Construction	900	753	147 units (16%) below 1987-1990 target
H-y	Limited Equity Cooperatives	60	0	No projects proposed
H-z	Mixed Use	30	0	Centertown project under construction
H-aa	Accessible Units	5%	Unknown	Tracking of accessible units needed
H-bb	Subsidized Housing	250	97	Limited State and Federal funding
H-cc	BMR Housing	60	145	Exceeded 1988-1990 target estimate
H-33	Second Units	12	9	Overestimated 1988-1990 target

allocations in traffic impacted areas provide special exceptions for affordable housing projects (Circulation Policies C-2, C-5, C-6 and C-7).

"H-d    **Adequate Staff.** The City will maintain adequate Planning and Building staff levels to process required permits in a timely fashion. Target: Annual review as part of budget process; City Manager."

**Evaluation:** After adoption of the General Plan and, subsequently, approval of the Project Approval Procedures in Traffic Impacted Areas (Program C-b), a number of large development projects could be acted upon. As a result, the backlog of current planning projects was eliminated in over a year's time. New applications dropped off during the last half of 1989 due to a water hook-up moratorium. All of these factors have reduced current planning processing time significantly. To maintain processing time frames with increased advance planning assignments required to implement the General Plan, which have reduced Current Planning staff availability, the City Council authorized use of supplemental planning consultants if needed.

"H-e    **Neighborhood Meetings.** Require developers to have neighborhood meetings with residents as part of any major development application process. Target: Encourage meetings on a case-by-case basis; Planning Department."

**Evaluation:** In September, 1989 the City Council approved Neighborhood Meeting Procedures (Resolution 8037) to formalize and assure early neighborhood notification and comment. The Redevelopment Agency is also providing neighborhood notice of development project actions. Neighborhood meetings early in the review process have been found to be a good way to determine significant issues and problems concerning project proposals and tends, in the long run, to shorten the review time for a controversial project.

"H-f    **Preparation of Neighborhood Plans.** Revise the 1974 General Plan, then prepare consistent neighborhood plans to allow for more detailed designation of residential land uses. Prepare neighborhood plans for the East San Rafael, Montecito and Lincoln neighborhoods, and consider the need for preparation of a Downtown Plan. The City will develop neighborhood plans which will comprehensively analyze and address a variety of issues, such as parking, commercial development, infrastructure, redevelopment, mixed use, housing, land use, implementation, etc. Target: Adoption of revised General Plan then neighborhood plans."

**Evaluation:** A draft East San Rafael Neighborhood Plan was completed in October, 1989 and has been reviewed by the Planning Commission. The City Council is reviewed the plan in February, 1990. Priority 1 Implementing Actions ("Special Projects Expected to be Started within 2 Years of Plan Adoption) include any amendments needed to the Peacock Gap Neighborhood Plan and the Northgate Activity Center Plan to bring them into conformance with the General Plan. No action has been taken to date.

Preparation of a Montecito Neighborhood Plan is currently a Priority 2 Implementing Action ("Special Projects Expected to be Started within 2-5 Years After Plan Adoption"). To date, no action has been taken on this plan. Other neighborhood plans identified in the General Plan include a Downtown Plan, Lincoln Avenue Corridor Plan and Bret Harte Neighborhood Plan, which are identified in the 1988 General Plan as Priority 3 Implementing Actions ("Longer-term Implementing Measures"). These Priority 3 measures are important to full implementation of the General Plan's goals but due to limited resources cannot be accomplished in the immediate future.

This program overlaps with program descriptions in the Land Use Element. Consideration should be given to modifying this program in the Housing Element to be more general and to emphasize that all neighborhood plans should consider the City's housing goals and policies.



"H-g    **Housing Element Revision.** The City will revise its Housing Element, consistent with State Law requirements by 1990. Target: January, 1990; Planning Department."

**Evaluation:** The current update of the Housing Element is expected to be completed by July, 1990. The next update will be required to be completed by July, 1995.

"H-h    **Development Review and Streamlining.** The City will update selective sections of the zoning and subdivision ordinances to provide guidelines and incentives for the development of housing in conformance with current State laws and for streamlining to reduce the time required for processing a development application. Target: Update Zoning and Subdivision Ordinances following adoption of the revised San Rafael General Plan; Planning Department."

**Evaluation:** The original Zoning Ordinance work program estimated 18 months for preparation of a draft Zoning Ordinance text and draft map. The project started in October, 1988 and is currently behind schedule due to additional work tasks being given priority over this project. For six months, no staff was assigned to Zoning Ordinance work due to the need to complete work on other high priority projects: East San Rafael Neighborhood Plan, Residential Care Facilities Task Force assignments, General Plan evaluation, Countywide Planning Agency work and other projects. Additionally, Citywide parcel base mapping for zoning map revisions is behind schedule. The Citywide parcel base map expected by January, 1990 is currently estimated by Towill, Inc. to be completed by June, 1990.

A preliminary list of new zoning districts consistent with the General Plan has been drafted. Planning Department staff has started work on parking standards evaluation. In February, 1990, three staff persons were assigned to work half-to full-time on the Zoning Ordinance and map revisions. This should put the ordinance revision project back closer to schedule so that a draft Ordinance and revised map can be prepared by late 1990. A community workshop was scheduled for March 15, 1990 to obtain input from the community on needed Zoning Ordinance revisions. Public review and approval of the new Ordinance and rezoning actions would occur after preparation of the draft.

A Quimby Act parkland in-lieu fee was adopted in January, 1989. Interim slope ordinance revisions were adopted in April, 1989. Hillside design standards that may result in revisions to the Slope Ordinance are expected to start in Spring, 1990. No other Subdivision Ordinance revisions are underway. Other Subdivision Ordinance revisions are identified as a Priority 2 Implementing Measure ("Special Projects Expected to be Started within 2-5 Years After Plan Adoption").

"H-i    **Redevelopment Agency Powers.** The City will use its Redevelopment Agency powers to assist in providing land or seed money for affordable housing projects. Redevelopment Agency will issue bonds and use its unique powers to reduce the costs and expedite the construction of lower and moderate income housing through actions such as combining parcels, writing down land costs, etc. Redevelopment Agency funds will be set aside each year for development of housing affordable to low income households. Target: Ongoing; Redevelopment Agency."

**Evaluation:** The powers and funds of the Redevelopment Agency offer a significant tool for providing affordable housing, although other Agency goals need to be considered as well. State legislation requires redevelopment agencies to spend 20% of their funds on housing unless existing obligations incurred prior to January 1, 1986 make such an expenditure impossible at the present time. Presently, an allotment of \$300,000 from Redevelopment Tax Increment funds is available for low income housing development or rehabilitation.

The Redevelopment Agency has committed \$1.8 million to the Centertown Project, a 63-unit family rental project (17 of which are low income) in Downtown sponsored by the Redevelopment Agency and Centertown Associates (Ecumenical Association for Housing and B.R.I.D.G.E.), a non-profit housing

developer, which was approved in 1989. The Redevelopment Agency purchased the land and is leasing it to BRIDGE and EAH. The project is expected to be completed in 1991. Once occupied, rents will be used to repay the debt. Additionally, in May, 1989, the Agency provided \$50,000 and the City an additional \$50,000 to assist the County Housing Authority in the purchase of a 28-unit apartment in East San Rafael to be rented to low income households.

"H-j     **Technical Assistance to Non-Profit Groups.** The City will provide technical assistance to non-profit groups organized to encourage provision of affordable housing. The City will facilitate provision of affordable housing by providing technical assistance and establishing the Housing Specialist in a liaison role with non-profit housing groups. Target: Ongoing; Planning Department."

**Evaluation:** The City continues to coordinate projects with the San Rafael Housing Corporation, Center for Independent Living, Canal Community Alliance, Ecumenical Association for Housing, Marin Housing Center and other non-profit groups concerned with affordable housing. The City's Housing Specialist, Redevelopment Agency and Planning staff have established a positive working relationship with non-profit groups and housing sponsors, representatives of the private housing development sector and other governmental agencies. An example of this cooperative effort is the Affordable Housing Sites Study which was a joint project between the City and the San Rafael Housing Corporation.

The City's Housing Specialist has worked with several non-profit groups assisting in provision of affordable housing. Specifically, the Housing Specialist assisted EAH regarding several aspects of the Centertown project and Marin Lagoon below market rate units. The Housing Specialist is working with EAH/BRIDGE on developing other affordable housing projects in San Rafael's Downtown. The Housing Specialist assisted the San Rafael Housing Corporation in writing a successful Community Development Block Grant application for a specific site feasibility analysis. The Housing Specialist is also working with EAH and a Contempo Marin non-profit on a purchase proposal (see Housing Policy H-8 and Housing Program H-u); and wrote a Mobile Home Rent Stabilization Ordinance.

"H-k     **Work with Building and Real Estate Industry.** The City will work with the building and real estate industry to establish ways in which the City can provide lower cost housing, including housing for low and moderate income households. Invite building industry representation to set up a series of workshops/meetings to evaluate ways to streamline the project review process, provide affordable housing and improve the quality of development. Target: Review as part of the Zoning and Subdivision Ordinance revision following adoption of the General Plan; Planning Department."

**Evaluation:** Planning Department staff routinely notifies and involves building and real estate industry representatives and housing advocates on projects, as it does with neighborhood representatives and other groups in the community. In March, 1990, two public workshops will be held to identify issues related to the Zoning Ordinance, with one directed specifically to building and real estate industry representatives to identify ways to streamline the Zoning Ordinance and project review process.

"H-l     **Housing Discrimination.** The City will take all appropriate actions when necessary to prevent discrimination in the housing market. Such actions will include the designation of a specific department within the City to be responsible for providing people with information on fair housing laws and to refer people to appropriate enforcement agencies. Target: Ongoing; City Manager."

**Evaluation:** The Planning Department is currently the designated department to provide housing information and referral services. A City Hall telephone listing for housing questions has been placed in the telephone directory.



## Existing Housing Conservation Programs

"H-m **Maintain Existing Residential Zoning.** Retain existing multiple family residential zoning in appropriate areas consistent with the Land Use Plan and discourage non-residential uses in these zones. Revise R-3 Multiple Family district zone to eliminate discretionary office uses and displacement of residential units, and rezone areas appropriately. Target: Review as part of the Zoning and Subdivision Ordinance revision following adoption of the General Plan; Planning Department."

**Evaluation:** In order to discourage conversion of residential units to non-residential use, the City adopted a Housing Conservation Ordinance in March, 1986. The ordinance was drafted in response to the potential conversion or demolition of about two-thirds of the total housing stock in Downtown commercial zones that could have been converted to other uses without any City review or authorization. The ordinance requires a Use Permit for "demolition or conversion to non-residential use of any building or portion thereof used or originally constructed to be used for residential purposes" located in the City.

Retention of multiple family residential land uses in appropriate locations was an important objective of the Land Use Plan. A comprehensive revision of the Zoning Ordinance is currently being undertaken, as described in Program H-h above.

"H-n **Rehabilitation Loan Programs.** Continue to support rehabilitation loan subsidy programs. In cooperation with the Marin County Housing Authority (MCHA), the City will improve citizen awareness of rehabilitation loan subsidy programs. Specific actions include: (a) housing pamphlets on the programs available at City Hall and the library; (b) contact with neighborhood groups and associations; (c) posting of notices in specific neighborhoods, as needed. The City will also focus building code enforcement tied to the availability of rehabilitation loans for specific areas. Targets for these programs include: (1) Residential Rehabilitation Loan Program (MCHA) - 30 low-income units rehabilitated by 1990 (assumes that the San Rafael Planning Area receives about 25% of the funds available); (2) Rental Rehabilitation Program (MCHA) - 90 low-income rental units rehabilitated by 1990."

**Evaluation:** The Marin County Housing Authority administers both of the rehabilitation loan programs described below.

- a. **Rehabilitation Loan Program** Community Development Block Grant (CDBG) funds for the Rehabilitation Loan Program have decreased significantly over the past several years, but have hopefully achieved a level that will be sustained at least in the short-term. The amount available for Countywide use was \$210,000 in 1986-87; \$150,000 in 1987-88; \$119,000 in 1988-89; and \$130,000 in 1989-90. To date, 314 loans have been made, totaling \$4.17 million. Of these, 32 loans (10%) have been made in San Rafael, totaling \$405,000. The average loan amount is \$12,680. Over time, the loan program has developed a revolving account which in itself is a source of funding for new loans. Rehabilitation loans are repaid upon sale of properties or upon death of a loan recipient. The repaid moneys can then be loaned out to new program participants.
- b. **Rental Rehabilitation Loan Program.** The Housing Authority also administers the Rental Rehabilitation Loan program through HUD funding. Approximately \$149,000 was available for 1985-86; \$72,000 in 1986-87; \$201,000 in 1987-88; \$200,000 in 1988-89; and \$150,000 in 1989-90. The program has certain funding criteria: (a) for units located in an area having low income households and rents, where displacement or gentrification is least likely to occur; (b) funds must be matched by the owner; (c) maximum amount of \$5,000 per studio or one-bedroom unit ranging up to \$8,500 per three-bedroom unit (rehabilitation limited to relatively minor improvements due to this funding limit); and (d) the current occupant and rents must be low income. Downtown and East San Rafael are two areas which meet the program's funding criteria and will be targeted by the Housing Authority.



In total, 11 projects have been funded countywide. These projects involved 170 units for a total rehabilitation investment of \$1.74 million. Matching funds for these improvements paid by the Housing Authority totaled \$769,000. In San Rafael, 7 projects totaling 114 units were funded at a cost of \$396,000.

Residents of the City of San Rafael are generally getting their fair share of the total rehabilitation loan funds that are available, even though only 10% of the Rehabilitation Loan program funds are spent in San Rafael. The City could take a more active role in promoting this program in San Rafael by doing some or all of the following:

- a. Coordinate with social service agencies in contact with target groups; such as the Marin Commission on Aging, Gray Panthers, Marin Center for Independent Living, Community Action Marin-Energy, etc.
- b. Make housing rehabilitation loan pamphlets available at City Hall and selected locations throughout the City.
- c. Contact selected neighborhood groups and associations.
- d. Post notices in selected neighborhoods.

"H-o    **Presale Inspections.** Continue presale inspection program and special inspections with improved means to gain compliance with housing code and zoning standards for all residential units. The City will continue to administer this program and consider ways to improve its effectiveness. Target: 4,000 units inspected by 1990 (assumes an average of 1,500 units inspected annually, which has been the rate over the last three years)."

**Evaluation:** The City's Building Department continues to inspect all residential units (single family and multiple family units) upon sale of the unit or building. The inspections concentrate on safety related matters to assure that units are safe and conform to the Building Code. Between July, 1988 and January 1, 1990, 1,592 units were inspected, with 1,257 units being inspected in 1989. The Building Department also keeps records by buildings. There were more buildings inspected in 1988 and 1989 than the previous two years, but fewer total units. This is because there were fewer large apartment buildings sold in those two years, thus presale inspection unit totals were lower.

"H-p    **Condominium Conversions.** Enforce existing condominium conversion policy and amend the existing condominium conversion ordinance as part of comprehensive rezoning effort. Consider amendments to the condominium conversion ordinance; including: (1) prohibit conversions when the vacancy rate for San Rafael's rental stock is below 4.5%; (2) exempt limited equity residential cooperative which guarantee long-term affordability for the units; and (3) when units are converted, require low and moderate income units, relocation assistance, right of first refusal, etc. Target: Review as part of the Zoning and Subdivision Ordinance revision following adoption of the General Plan; Planning Department.

**Evaluation:** Several years ago, the City changed the condominium conversion policy to restrict conversions when the rental housing vacancy rate is less than 4.5%. The City's January, 1989 vacancy rate for all housing was estimated by the California Department of Finance to be 1.06%, which is the lowest in Marin County. A revision of the City's Condominium Conversion Ordinance is necessary so that it will be consistent with this policy. The Ordinance currently restricts conversions by requiring more strict development standards for condominium projects than rental apartments. Condominium Ordinance provisions are properly part of the overall revisions to the Subdivision Ordinance, which is identified as a Priority 2 ("Special Projects Expected to be Started within 2-5 Years After Plan Adoption") implementing measure.

"H-q **Rental Housing Assistance.** Encourage Federal, State and Local rental housing programs. Continue to work with the Marin County Housing Authority to implement the Section 8 and Project Independence rental assistance programs, and any similar programs. Target: Annual assistance as follows: (1) Section 8: 450 households provided assistance per year, with 435 very low income and 25 low income (assumes continued funding at about the same rate as present levels; currently 440 households are being assisted); (2) Project Independence: 25 low-income households provided assistance per year (assumes continued funding of program; currently 21 households receive assistance); and (3) continue funding the Rebate for Marin Renters (RMR) program (40 low income households provided assistance per year). Allocate funds for the program as appropriate. If no other funding is available, consider implementing a local rebate program through the Housing Authority."

**Evaluation:** All of the rental assistance programs are administered by the Marin County Housing Authority. The programs provide a cash payment to landlords who rent to qualified low income households. Section 8 and Project Independence establish "Fair Market Rents" (FMR), with the tenants paying up to 30% of their income on rent up to these FMR levels. As of February, 1990 FMR's were as follows: studio (\$615); one-bedroom (\$740); two-bedroom (\$825); three-bedroom (\$1,015); and four-bedroom (\$1,130). The studio, one, and two-bedroom rents are comparable to 1990 median rents in San Rafael that were listed in the Marin Independent-Journal (January, 1990); however, the three-and four-bedroom unit rents are almost 25% lower than those listed in the Independent-Journal. The Rebate for Marin Renters program, which was recently re-activated, provides a lump sum payment based on the number of bedrooms in the unit. Below is a summary of each program.

- a. **Section 8.** The Marin County Housing Authority reports that Section 8 and Section 8 vouchers assisted 561 households in 1989, of which 504 were very low income and 59 were low income. This comprises 55% of the 1,022 households Countywide receiving rental assistance under this program. The Rental Rehabilitation Program, discussed earlier, allows new Section 8 certificates to be added to the County's existing allotment, thus increasing the total number of available Section 8 certificates Countywide or in San Rafael, depending on where the rehabilitated building is located.
- b. **Project Independence.** Project Independence is a state funded after-care program analogous to Section 8. Renters must be referred by a participating agency. In 1989, 15 households were assisted in San Rafael. Almost all of the people assisted are Very Low Income and physically disabled.
- c. **Rebate for Marin Renters.** In 1989-90, the final Marin Community Foundation grant for this program was received. The program provides for a two-to-one match in funds with each city in the County. San Rafael has been allocating funds for this program since 1985. The per family allocation is based upon the number of persons per household. The Rebate for Marin Renters program assisted 9 low income households in San Rafael during 1989.

The Marin Community Foundation, in conjunction with the Marin County Housing Authority intends to transform the Rebate program into a rental deposit guarantee program. A two-year demonstration project to assist families with the significant up-front costs of renting apartments is underway. Under the program, landlords are guaranteed the rental deposit. The tenant is allowed to pay the rental deposit in monthly installments along with the apartment rent over the course of a year.

Evaluations of the Rebate for Marin Renters program have found that it has been extremely beneficial in several ways: (1) all participants earned less than 80% of median income (low income); (2) many of those assisted were employed low income families (62% were families and 42% were single parent families); and (3) the average length of time for assistance was 10-12 months per family, which demonstrates that the RMR program was a short-term subsidy (41% of those who left the program went onto Section 8 for more long-term assistance).

"H-r **Acquisition of Rental Housing.** Strongly encourage the acquisition and rehabilitation of rental housing by non-profit organizations. The City will work with non-profit sponsors seeking to



acquire rental housing units in order to maintain ongoing affordability of the units. This will include, but not be limited to: (1) support necessary to obtain funding commitments for governmental and non governmental grants; (2) "fast-track" processing; (3) possible waiver of fees, as appropriate; and (4) use of the City's Housing Fund. Target: 50 units by 1990 (assumes project feasibility and non-profit sponsor interest)."

**Evaluation:** This program was conceived as a way to preserve and rehabilitate existing units while maintaining rents at affordable levels. Affordability is ensured by purchase by non-profit organizations, such as EAH and the Marin Housing Development Corporation, and use of rental subsidy programs such as Section 8.

In May, 1989, the Redevelopment Agency loaned the County Housing Authority funds to be used in the acquisition of a 28-unit apartment project (Sundance Apartments) in East San Rafael. All units will be rented to low income households. Redevelopment Agency housing funds were used, and all funds will be repaid to the Agency. In 1987, EAH purchased the Anise Turina House in Santa Venetia. The building contains 28 two-bedroom units and was upgraded at the time of purchase with County Housing Authority Rental Rehabilitation funds.

The City has also worked with EAH to have that organization acquire 4 new units at Marin Lagoon. The Smith Ranch Hills development agreement permits the Marin County Housing Authority to acquire 20 low income units after 10 years.

"H-s    **Energy Conservation.** Support energy conservation programs which provide assistance for energy conservation improvements. In cooperation with the Marin County Planning Department and Marin Citizens for Energy Planning (MCEP), the City will improve citizen awareness of energy conservation programs. Target: 75 low-income units provided energy conservation improvements under MCEP's Home Weatherization Program."

**Evaluation:** Community Action Marin-Energy conducts outreach efforts and contracts out weatherization work for low income households, which PG&E then inspects and funds. The weatherization program offers free attic insulation, weatherstripping and caulking, water heater blankets, and low flow shower heads for low income households. In 1989, alone, 683 low income household units were weatherized through this program. Program administrators estimate that at least 25% of this total, or 170 units, was in San Rafael. Community Action Marin-Energy states that similar numbers of units were weatherized in 1988.

Efforts to publicize and facilitate available housing rehabilitation programs should also be coordinated with these very successful energy improvement programs administered by Community Action Marin-Energy.

"H-t    **Housing Displacement Downtown Study.** Implement the City's displacement policy to assure that replacement housing and relocation assistance for existing tenants are provided when displacement occurs. Develop specific guidelines for use when displacement occurs, including (1) relocation assistance; (2) construction of replacement housing; and (3) "in-lieu" fees, etc. Target: Review as part of the Zoning and Subdivision Ordinance revision following adoption of the General Plan; Planning Department."

**Evaluation:** In 1986, the City passed an ordinance requiring a Use Permit for the conversion or demolition of any residential unit in the City. In addition, the revised General Plan recommends preserving a substantial portion of Downtown's existing housing by encouraging new housing in areas that reinforce Downtown's existing residential neighborhoods and support Downtown businesses. These are also key recommendations of the City's economic consultants who participated in the General Plan revision.

In December, 1988, the City adopted in-lieu housing fees which would be charged for any unit proposed for conversion or demolition. Those fees cover the cost of constructing replacement housing. To date, no



applicant has proposed conversion or demolition due to the high fee. No guidelines have been adopted to deal with relocation assistance, however.

"H-u     **Contempo.** Develop a specialized zoning district to insure preservation of Contempo Mobile Home Park."

**Evaluation:** This program has been partially completed. In August, 1989, the City adopted a Mobilehome Rent Stabilization Ordinance to help maintain affordability of lots within mobilehome parks. The specialized zoning district is anticipated to be part of the Zoning Ordinance revision.

## **Actions Related to New Market Rate and Below Market Rate Housing**

"H-v     **New Housing Construction.** Review new housing projects (private, non-profit and public agencies) and encourage those projects which meet the City's housing needs. Continue to review and process development applications. Target: At least 900 new units by 1990 (assumes an average of 300 units built per year over the next three years (1987-1990). This rate is generally consistent with recent construction activity."

**Evaluation:** Between January, 1987 and December, 1989, 753 new units were constructed and received final occupancy permits in the City of San Rafael, an average of 251 units per year. This was 84% of the target number. Growth over the past three years has been slightly lower than the 10-year average, which is about 260 units added per year (new construction minus the number of units lost due to demolitions or conversions, which average about 8 units per year). A total of 2,211 units have either been built or received at least partial planning approval over the past three years. Further, 334 (15%) of these units are specifically priced at below market rate (BMR). It should also be noted that of the 3,435 units built or approved in San Rafael between January, 1980 and January, 1990, 859 units, or 25%, have been specifically approved for very low, low and moderate income households at below market prices.

"H-w     **BMR Resale Regulations.** Provide resale regulation of low- and moderate-income units and assure that these units remain at an affordable price level. Implement resale controls and coordinate with the Marin County Authority to assure that units remain affordable to low- and moderate-income households through appropriate provisions to control: (1) appreciation of the units; (2) resale mechanisms; and (3) potential abuses. Target: Ongoing; Planning Department."

**Evaluation:** The City has required perpetual deed restrictions, as implemented through the Marin County Housing Authority, on "for sale" below market rate (BMR) units required through City approvals. City staff and County Housing Authority staff have worked together to develop consistent deed restrictions. The County Housing Authority revised its resale regulations so that BMR unit prices would start at 90% of median income (lower than the 110% figure used initially). Resale restrictions have been successful in assuring greater affordability over time. The recently approved Marin Lagoon project included 22 BMR units; 18 of which were made available through the ownership program and 4 of which were purchased by EAH for low income rental units.

City staff and the County Housing Authority drafted rental restrictions in 1989 for below market rate rental projects required through City approvals. A rental project agreement was signed for the Spinnaker-on-the-Bay project. Final rental restrictions are expected to be formalized within the next year and are being used for other below market rate rental project.

"H-x     **BMR Eligibility Guidelines.** Develop BMR Eligibility Guidelines based on the BMR eligibility policy. Target: Adopted guidelines after 1993."

**Evaluation:** No actions have occurred to date since this program is identified as a Priority 3 Implementing Action ("Longer-term Implementing Measures"). This program is intended to provide specific requirements implementing Housing Policy H-22, which states:

"In order to meet a portion of the City's local housing need, consistent with Association of Bay Area Governments (ABAG) Housing Need Determinations, and as a traffic mitigation measure, the City will, to the extent consistent with applicable law, consider offering a portion of the BMR units in a project for City employees, people working in the City of San Rafael and people working in Marin County."

Consistency with the Fair Housing Act Amendment of 1988 must be considered when developing specific BMR eligibility guidelines and selection preferences implementing this policy.

"H-y    **Limited Equity Cooperatives.** Encourage limited equity cooperatives and other kinds of finance programs which have resale controls. Review ordinances to insure that regulations allow these kind of "ownership" programs and coordinate with groups seeking to undertake this activity. Target: 60 moderate-income affordable units after 1993."

**Evaluation:** The revised condominium conversion policy (Housing Policy H-7) exempts limited equity cooperatives and other types of conversions that would maintain the units at an affordable price level. Staff will be reviewing ways to insure that limited equity cooperatives are allowed under the Subdivision Ordinance and future amendments to the City's Condominium Conversion Ordinance. To date, no limited equity proposals have been submitted.

"H-z    **Mixed Use.** Allow mixed residential-commercial uses in areas consistent with the Land Use Plan. Revise ordinances to accommodate residential uses in identified areas. Target: The construction or approval of 30 units in mixed use areas by 1990 (assumes about 10 mixed use units per year)."

**Evaluation:** Mixed use zoning districts consistent with the General Plan are part of Zoning Ordinance revisions (current zoning allows mixed uses). The 63-unit Centertown residential project is fully approved and is expected to be constructed in 1990. It is located in a "Residential/Office" mixed use area, as shown on the General Plan Land Use Plan.

Mixed uses are typically appropriate in areas that border two zoning districts or where second story residential uses have been established. In 1986, there were about 200 mixed use residential units in the Downtown, with the majority of those located along Fourth Street and most of the rest located along B Street. The City's conversion protection requirement, adopted in April, 1986, helps to protect mixed use residential units located in areas where this type of use has some long-term viability. The General Plan contains policy promoting continued mixed uses in the Downtown and a program to evaluate business/industrial areas for suitable residential or mixed use sites.

"H-aa    **Accessible Units for the Physically Disabled.** The City will facilitate programs and projects which meet Federal, State and local requirements to provide accessibility for the physically disabled in residential units and will promote affordable accessible housing for the physically disabled. The City will encourage accessible units in all new projects; additionally, where outside funding is involved, the City will insure compliance with funding agency requirements for units accessible to the physically disabled. Target: 5% of the units built or approved should be adaptable for the physically disabled."

**Evaluation:** City policy continues to support and encourage projects which include units adaptable for the physically disabled, especially projects providing accessible units for non-elderly. However, it is unclear whether the 5% target has been met. The Redevelopment Agency provided a \$50,000 grant to the Marin



Center for Independent Living to remodel/provide 6 accessible units on Fourth Street. State law (1988 Uniform Building Code Section 1214) requires a minimum of 1 accessible unit per 100 units in every apartment project greater than 20 units. Additionally, the 1988 Uniform Building Code requires that all publicly funded projects, or apartment projects greater than 5 units in size provide handicap-accessible entrances, kitchens and toilet facilities on primary floors. Privately funded apartments where all entrances are a story above or below grade need not comply with this requirement.

The City's chief land development engineer has identified accessible units in the following recent projects: 285 Woodland Apartments, McInnis Park Apartments, Drake Terrace (senior project), and Smith Ranch Hills (senior project). The City has not been routinely requiring that 5% of total units be accessible in "for sale" privately funded projects.

"H-bb **Subsidized Housing Programs.** Encourage Federal, State and locally subsidized new housing construction programs. Encourage project sponsors to apply for available Federal, State or local subsidies for their project. The City will also lobby Federal and State elected officials for housing legislation that includes appropriations for low and moderate income housing programs. Target: 250 low and moderate income units by 1990."

**Evaluation:** Limited State and Federal funds are available. Mortgage revenue bonds were issued and will be used to provide 44 low income units in the Crest Marin project, which is under construction. The Centertown project, to begin construction in 1990, is using a low income tax credit, State Proposition 84 bond moneys for low income housing, and \$100,000 of Marin County in-lieu fees. Additionally, the Redevelopment Agency purchased the site for this 63-unit project. At least 17 of these units will be for low and moderate income households. The Redevelopment Agency also loaned funds to purchase an existing 28-unit apartment project providing 28 low income units in East San Rafael.

Marin County's allocation of Mortgage Credit Certificates provided by the Federal Treasury Department through the State of California were first issued in the amount of \$5 million. These tax credit certificates were issued to 265 qualifying first-time homebuyers. The program is designed for moderate income persons purchasing moderately priced homes who accept deed restrictions on the level of appreciation upon resale. The resale formula permit approximately 4-5% annual appreciation. The County Housing Authority also has first right of purchase and typically will refer a qualified buyer rather than purchase the unit.

The program proved so popular that the first allocation was distributed in only 9 months. Unfortunately, demand ran so high throughout the State that future allocations to Marin County have been greatly reduced. In 1990, the County Housing Authority will receive \$1.75 million in tax credits which will be used exclusively for BMR unit purchasers.

In 1989, a \$22 million bond issue for rental housing construction was used for the 220-unit Crest Marin II project. Twenty percent of the units will be affordable to low income residents and 20% affordable to moderate income. In addition, the City utilized its rental inclusionary requirements for this project.

"H-cc **Below Market Rate Housing in New Developments.** The City will develop density bonus guidelines and incentives for renter and ownership projects which provide a minimum of 15% of total units affordable to low and moderate income households for 40 years, as defined in policy H-20. Procedures for defining and monitoring "affordable" rental projects shall be included in this work effort. Target: construction of 90 moderate income units by 1990 (assumes that about 10 percent of the 900 new market rate units anticipated to be constructed between 1987 and 1990 are below market rate units). Procedures to be proposed by 1990."



**Evaluation:** The City's policy as expressed in Housing Policy H-19 in the 1988 General Plan concerning BMR housing is as follows:

**"Below Market Rate Housing in Market Rate Residential Projects.** Residential projects of 10 or more lots/units shall be required to provide at least 10% of their units affordable to moderate income households at 80-100% of median income for at least 40 years. The City's primary intent is the construction of units on-site. If this is not practical, the City will allow other alternatives of equal value, such as in-lieu fees, construction of units off-site, etc."

The City has achieved 10% BMR units in larger projects, with the sales prices affordable to households earning 80-100% of median income. The Housing Specialist has begun preparation of below market rate rental procedures. Of the 753 rental and sales units completed between January, 1987 and December, 1989, 251 (33%) have been low and/or moderate income units. Specific projects include 98 units in McInnis Apartments, 4 units in Summerhill, 6 units in Channing Crest, 12 units in Peacock Ridge, 3 units 285 Woodland and 13 units in Drakes Terrace.

"H-dd **Emergency Housing.** Initiate a County-wide Action Plan for providing emergency housing, halfway houses and homes with supervised care. San Rafael will encourage the County, Marin cities and non-profit organizations involved in emergency or specialized housing, including housing for homeless, to create an interjurisdictional plan in which each community has an opportunity to address its special housing need and identify its local opportunity for meeting this need in order to meet each community's fair share. Funding for the plan preparation could be from Marin County Community Development Block Grant Funds. Target: Ongoing special project."

**Evaluation:** The City has been one of the leaders countywide in addressing the needs of the homeless and in resolving neighborhood conflicts associated with residential care facilities. In August, 1989, the City Council established a Citywide Residential Care Facilities Task Force to study the distribution of residential care facilities in the City and County and draft an ordinance with land use planning standards to regulate residential care facilities. A final report of this committee was presented to the City Council in February, 1990. The recommendations of the Task Force are to be considered as part of the Housing Element update (additional discussion is included at the end of this Housing Background Section).

Additionally, City representatives are involved in a countywide Homeless Working Group. This group was established in September, 1989 to recommend to community funding agencies the most effective way to serve the needs of homeless people in Marin County at the least cost. A preliminary report is expected in February, 1990.

"H-ee **Second Units.** Regulate and Allow Second Units. Continue to implement the City's Second Units Dwelling Ordinance. Reevaluate the ordinance as needed (longer term priority). Monitor affordability of second units. Target: Provide 20 new second units by 1990 (it is anticipated that all of these units will be at low market rates affordable to moderate income households--assumes 6 new units per year)."

**Evaluation:** Nine second units were approved between July, 1988 and January 1, 1990. Thirty-two second dwelling units have been approved since adoption of the second dwelling unit ordinance in 1983 (Ordinance 1455, 1469), an average of almost 5 per year. Reevaluation of the second unit ordinance for affordability and effectiveness is to be part of the Housing Element update.

Staff surveyed the affordability of existing second dwelling units. Of the 32 questionnaires sent out, 20 responded (63%). Three units are either not yet built or were not used as a second dwelling unit. Of the remaining 17 second dwelling units, 9 charged no rent. Five charged rents of \$500 or less per month, which is affordable to very low and low income households. Three others charged rents of \$600-\$875 per month. Thus, second dwelling units are quite effective in providing new very low, low and moderate

income housing. Although they provide only a small number of units. The number of second units built or approved has been less than 1% of the total units built or receiving at least partial planning approval over the past three years. Below is a summary of the survey results.

**1990 Survey of Second Units  
Approved by the City of San Rafael**  
(February, 1990)

Survey Information	Number
Number of Approved Second Units	32
Number of Responses to Survey	20
Number Stating Second Unit Not Built or Being Used	3
Number of Studio Units Used	2
Number of One-Bedroom Units Used	13
Number of Two-Bedroom Units Used	2
Number of Units with No Rent Charged	9
Number of Units Rented	8
• Number of Units Rented at \$360-\$500/Month	5
• Number of Units Rented at \$501-\$875/Month	3
Percent Very Low or Low Income Affordable (\$0-\$500/Month)	82%
Percent Moderate Income Affordable (\$501-\$875/Month)	18%
Range of Rents	\$360 - \$875
Average Rent	\$504
Range of Estimated Incomes	\$16,000 - \$30,000
Source: City of San Rafael Planning Department, February, 1990	

"H-ff **In Lieu Housing Fees Evaluation.** Evaluate in-lieu housing fees for residential and non residential projects. Target: Evaluation to be underway by 1990."

**Evaluation:** In-lieu housing fees for residential projects consistent with General Plan provisions were adopted in December, 1988. No evaluation has begun of in-lieu fees for non-residential projects. In general, the City encourages the actual construction of BMR housing units before accepting an in-lieu housing fee. However, in-lieu fees used elsewhere in the City, but collected from some projects, such as those where terrain is steep or more expensive single family homes are being built, can be a more successful way to provide affordable. Currently, there is no General Plan provision requiring non-residential housing in-lieu fees, which is something the City may want to consider in the future.

## Actions to Meet Special Housing Needs

"H-gg **Annual Tracking of Housing Activity.** As part of the Annual Report on the General Plan, provide a statistical summary of residential building activity tied various types of housing and household need."

**Evaluation:** The Annual Report on the General Plan includes a statistical summary of residential building activity and information on each of the programs in the Housing Element and the rest of the General Plan. The latest report was reviewed by the City Council in March, 1990.

## Actions for Housing Opportunity Areas

"H-hh **Housing Opportunity Areas.**

- "a. **City-Owned Property, End of Bellam (6.1 acres).** Designate for residential and public park or neighborhood serving commercial use; possibly combine residential with adjacent residential portion of former San Rafael Treatment District site. Potential for 85-90 multiple family units at medium density, dependent on mitigation of hazardous materials."

**Evaluation:** This property is proposed for a "park" designation in the Draft East San Rafael Neighborhood Plan being reviewed by the City Council. The land use designation is proposed for revision due to hazardous materials and the need for additional neighborhood parkland.

- "b. **Former San Rafael Sanitation District site (2.5 acres).** Residential development. Permit higher density upon provision of an affordable housing project combined with adjacent City-owned property. Potential for approximately 50-55 medium density multiple family units in an affordable project."

**Evaluation:** There have not been any proposals or inquiries to develop this site. As mentioned above, the City-owned property at the end of Bellam is proposed for a "park" designation in the Draft East San Rafael Neighborhood Plan. The site is not owned by the City, although as development opportunities arise the City/Redevelopment Agency may become involved in assisting an affordable housing project on this site.

- "c. **Smith Ranch Residential Areas (69.6 acres).** Residential development. Potential for approximately 900-950 higher density multiple family units, including an estimated 150-200 units which could be developed at the Ross General Hospital site if a residential project is developed."

**Evaluation:** A 98-unit non-profit apartment project was constructed as part of the Smith Ranch Hills development agreement. Forty units of that 98-unit apartment are required to be affordable to low and moderate income households in perpetuity; the remainder are to be rented at no profit for 10 years and are expected to provide moderate income housing during that time period. Crest Marin II, a 220-unit apartment project is currently under construction and will provide 44 units affordable to very low income for 5 years; then 35 units affordable to low and moderate income for another 40 years. A third site at Smith Ranch has received "Priority Project Approval" for a 184-unit apartment project, of which 28-units would be restricted to low and moderate income affordability.

- "d. **Downtown Parcels.** Underdeveloped parcels or groups of parcels which provide an opportunity for developing a significant number of affordable housing units. Sites should generally be at least a half-acre in size." (Note: Other Downtown policies identify sites between B/C and Second/Third, and B/C and Mission/Fifth as potential housing opportunity sites)."



**Evaluation:** The City/Redevelopment Agency and Centertown Associates are developing a 63-unit family rental project on .85 acres at Third and C Streets. The project has received all approvals and is expected to be under construction in Spring, 1990.

The Redevelopment Agency has also acquired several underdeveloped parcels between B/C and Second/Third Streets across from the Centertown site for possible housing development. However, this second site is also being considered for a new library site.

In January, 1990, the Planning Commission considered whether to strongly encourage housing development on the B/C and Mission/Fifth site where an applicant desires to propose an office-only project. The Land Use designation is "Residential/Office."

"e. **Silveira, St. Vincent's properties (565 + acres).** Designation of residential development in appropriate areas."

**Evaluation:** The General Plan recommends predominantly residential uses at various densities on these properties. No applications have been submitted to date for the Silveira and St. Vincent's properties.

"H-ii **Affordable Housing Sites Study.** The City will further study the capacity of vacant and underutilized land in San Rafael to accommodate affordable housing. Study available sites and provide data for non-profit and other housing sponsors as a way of encouraging the construction of affordable housing. Target: January, 1988; Redevelopment Department."

**Evaluation:** The City and San Rafael Housing Corporation (SRHC) received funding from The San Francisco Foundation to study vacant and underutilized sites in the San Rafael Planning Area for their feasibility in developing affordable housing. Some of the preliminary data collection and information developed for this study was used as part of the 1988 General Plan revision. Although the document itself is informational only and should not be considered City policy. The intent of the study was merely to analyze the development potential of available sites in a systematic way. The study was completed and presented to the Redevelopment Agency in March, 1988. It identified "Primary Sites" having the greatest potential for development. Remaining sites from that list, in order of priority, are:

- a. 96 Union Avenue.
- b. Corner of Woodland and Lindaro.
- c. 225 Picnic Avenue.

"H-jj **Housing Sites Study in Business Industrial Areas.** Evaluate the suitability of specific business/industrial parcels for residential redevelopment. Such a study would require detailed feasibility investigation of specific areas, contact with specific businesses, analysis of specific redevelopment sites, etc. Target: Longer term priority study."

**Evaluation:** No activity to date as this is identified as a Priority 3 Implementing Action ("Longer-term Implementing Measures").

## HOUSING ISSUES AND NEEDS

### 1. Future Housing Demand

**Discussion:** Between 1980 and the year 2000, the population in Marin County is projected to increase 12.2%, from 222,568 to 249,750. Most of the anticipated growth in population is expected

to occur in the San Rafael and Novato Planning Areas. San Rafael is projected to increase 11.9% from 57,177 to 64,000. Concurrently, the population in some of Marin County's older cities is expected to remain the same or decline between 1980 and 2000 because of limited new development capacity and declining household size. The most significant factors limiting growth include MMWD's ban on new water hook-ups and limited traffic capacity at several interchanges.

ABAG *Projections '90* for the San Rafael Planning Area show that it will receive about 25 percent of the population growth and 29 percent of the new households countywide between 1990 and the year 2000. Thus, the Planning Area is expected to grow by 5,500 people and 3,160 households between 1990 and the year 2000. The percentage increase in households is greater than the percentage increase in population due to a continuing decline in the size of households.

The average household size in San Rafael has declined from 2.9 persons per household in 1960 to an estimated 2.2 persons per household in January, 1989. The trend toward smaller households is due to increasing longevity, more divorces, lower birth rate and more single-person households. The number of one-and two-person households comprised two-thirds of all households in San Rafael in 1980, compared to slightly over one-half of the households in 1970. About two-thirds of the one-and two-person are low-and moderate-income. Thus, there is a demand for small affordable units in San Rafael.

The trend toward smaller households is also due to the increasing housing prices in Marin County, which affect the ability of families with children to purchase or rent a home. Many families with children are choosing to live in Sonoma County compared to Marin County because of lower housing prices and the greater supply of housing.

In 1980, the average number of rooms per house in the City's housing stock was 5.0, with about fifty percent having three or more bedrooms. However, the trend in San Rafael in recent years has been for developers to seek planning approvals for smaller units at higher densities. This has been in response to the need to maximize density to cover the high cost for land, the need for "less" house per household because of the decline in household size, and the market demand for relatively lower priced units.

**Policy Considerations:** Future growth projections for population and jobs will result in a continuing strong demand for housing. Both the population and number of housing units are expected to continue to increasing, but not as quickly as the number of jobs in the county. The population will continue to age, household size will drop even further, and there is every indication that housing prices will continue to climb.

Different growth rates for jobs and housing has caused a jobs/housing imbalance which contributes to increasingly severe traffic congestion along the Highway 101 Corridor. The most direct way to reduce this imbalance through housing-related measures is to develop more affordable housing in Marin. In addition, affordable housing development is necessary to meet the City's and County's share of the growth in regional housing demand, and to enhance social and economic diversity within the county. To adjust to the increasing age of residents, there needs to be a greater emphasis on serving the housing needs of an older population. Smaller household size should be accommodated by encouraging shared housing programs, and the construction of smaller-size housing units.

Policy issues related to this future housing demand include the following:

- a. There will be a continuing need for smaller units.
- b. San Rafael will need more units in the future just to house the same population it has now.
- c. Special housing needs include one-person households, single parents (especially single mothers) and shared living or congregate housing.

- d. There is a need for the City to monitor and have a larger role in determining the types of units being built so there is a better match between the needs identified in the Housing Element and market housing produced in the marketplace.

## 2. ABAG Housing Need Determinations

**Discussion:** The Association of Bay Area Governments (ABAG) has produced housing need figures for San Rafael to 1995 for various types of housing and income group needs. These housing need determinations are required by State Law (AB 2853). The City reviewed the need figures and found them generally consistent with the City's 1988 Housing Element.

ABAG's determination of the local share of the regional housing need takes into consideration the following factors: market demand for housing; employment opportunities; availability of suitable sites and public facilities; commuting patterns; and the type and tenure of housing. ABAG calculated the 1988 existing need, defined as the short-fall between the actual vacancy rate in the City and the optimal vacancy rate of 4.5 percent (which is a regional goal), and then determined a projected housing need to 1995 based on the number of units to accommodate projected household growth between 1988 and 1995 and the additional units to achieve optimal vacancies.

The following tables shows the ABAG housing need determinations for 1988-1995. ABAG's intent with respect to household income distribution in San Rafael has been to maintain the 1980 distribution of very low, low, moderate and above moderate income households, which is consistent with what the City has tried to achieve in the policies and programs of the 1988 Housing Element.



**Projected Housing Need to 1995 for the San Rafael Planning Area**  
(1988-1995)

Jurisdiction	Existing Need	1988-1990 Need	1990-1995 Need	Alternative Zoning Need	Total Projected Need
City of San Rafael	391	1,037	1,600	156	2,793
Marin County Portion of the San Rafael Planning Area	0	142	400	38	580
Total San Rafael Planning Area	391	1,179	2,000	194	3,373
Source: Association of Bay Area Governments Housing Needs Determinations (1988)					

**Projected Housing Need by Income Category**  
(1988-1995)

Amount	Very Low Income	Low Income	Moderate Income	Above Moderate	Total Projected Need
Number	587	419	559	1,313	2,793
Percent	21%	15%	20%	47%	100%
Percent of Total Marin County Need	29%	27%	27%	27%	27%
Source: Association of Bay Area Governments Housing Needs Determinations (1988)					

Between January, 1988 and December, 1989, a total of 622 units received Building Permits (an average of 311 units per year). At that rate, which is highly unlikely to continue over time given water and traffic constraints and the City's historical growth rate of about 260 units per year, the City will still be far short of the total number of units needed. The table on the next page quantifies what should be considered a "best effort" on the part of the City to meet its ABAG housing needs. The estimates of units between 1990-1995 are derived by adding the quantitative program targets identified by income category in the Housing Programs section of the Housing Element.

**Proportion of San Rafael's 1988-1995 Housing Need  
Expected to be Met Through Housing Element Programs  
(1988-1995)**

**Very Low Income Units**

ABAG 1988-1995 Very Low Income Housing Need	587
Units Built or Approved 1988-1990	57
Estimated New Units 1990-1995 from Housing Programs	64
• <i>Acquisition of Rental Housing (Program H-r)</i>	25
• <i>Subsidized Housing Programs (Program H-bb)</i>	25
• <i>Second Units (Program H-ee)</i>	14
Total Units During the 1988-1990 Time Period	121
Percent of 1988-1995 Need Anticipated to be Met by the City	21%

**Low Income Units**

ABAG 1988-1995 Low Income Housing Need	419
Units Built or Approved 1988-1990	96
Estimated New Units 1990-1995 from Housing Programs	139
• <i>Acquisition of Rental Housing (Program H-r)</i>	50
• <i>Limited Equity Cooperatives (Program H-y)</i>	25
• <i>Subsidized Housing Programs (Program H-bb)</i>	50
• <i>Second Units (Program H-ee)</i>	14
Total Units During the 1988-1990 Time Period	235
Percent of 1988-1995 Need Anticipated to be Met by the City	56%

**Moderate Income Units**

ABAG 1988-1995 Very Low Income Housing Need	559
Units Built or Approved 1988-1990	25
Estimated New Units 1990-1995 from Housing Programs	35
• <i>Limited Equity Cooperatives (Program H-y)</i>	25
• <i>Mixed Use (Program H-z)</i>	220
• <i>Subsidized Housing Programs (Program H-bb)</i>	7
• <i>Affordable Housing Incentives (Program H-cc)</i>	490
• <i>Second Units (Program H-ee)</i>	88%
Total Units During the 1988-1990 Time Period	
Percent of 1988-1995 Need Anticipated to be Met by the City	

Above Moderate Income Units	
ABAG 1988-1995 Above Moderate Income Housing Need	1,313
Units Built 1988-1990	460
Estimated New Units 1990-1995 from Housing Programs	900
• <i>New Housing Construction (Program H-v)</i>	900
Total Units During the 1988-1990 Time Period	1,360
Percent of 1988-1995 Need Anticipated to be Met by the City	104%

Total Units	
ABAG 1988-1995 Total Housing Need	2,793
Total Units Built and BMR Units Approved 1988-1990	791
Estimated New Units 1990-1995 from Housing Programs	1,415
Total Units During the 1988-1990 Time Period	2,206
Percent of Need Anticipated to be Met by the City	79%

The proportion of housing need at various income levels expected to be met through Housing Element programs, as shown in the table above, is based on an analysis of past program performance, construction trends, and future program funding availability. Specific assumptions regarding each program are described in the Housing Program section (pages 8-14), with the basis for that information included in the Evaluation of Programs in the 1988 Housing Element section.

**Policy Considerations:** It is apparent that the City will not be able to meet its overall new construction needs, if present trends continue. It will be even more difficult for the City to meet its low- and moderate-income housing needs. More specific implications include:

- a. With such need for BMR units, the City needs to continue to aggressively seek and pursue any and all funding for affordable housing, such as CDBG, Redevelopment Agency, "in-lieu" housing fees, Marin Community Foundation, etc. to leverage the benefits of limited federal funds for new construction. To further this end, the City has established a "Housing Fund" earmarked exclusively to achieve housing goals.
- b. With limited new construction programs, rental subsidy programs applied to existing units, such as the Rebate for Marin Renters program, are ways to provide an opportunity for low- and moderate-income households to find needed housing in the marketplace.
- c. Another factor to consider as far as the need for BMR units is concerned is the additional demand created by current low or moderate income residents who are displaced or move from their existing homes. While this figure is difficult to quantify, the need is expected to grow over time.

### 3. Housing Costs and the Ability to Pay for Housing

**Discussion:** According to the Marin County Board of Realtors, the average sales price for a single-family home in San Rafael rose from \$97,220 in 1978 to \$174,353 in 1985 and then to \$375,456 in 1989, a 285% increase over twelve years (24% per year). Since single-family homes



comprise about 58% of the housing stock in San Rafael, the increase in single-family home prices affects a large portion of the units available.

The following table shows affordability for home ownership at various income levels for two-person and four-person households. The assumptions used in the table are: (1) 10.5% 30-year mortgage; (2) 10% down payment; and (3) 25% of gross income for principal and interest. It is estimated by the Marin County Housing Authority that additional homeowner expenses, such as taxes and insurance, can require an additional 5 to 7% of gross income for low- and moderate-income families. This would bring the total housing costs up to 30 to 32% of income, which is comparable to the proportion if income lenders use for people to qualify for a loan. The Housing Authority uses 25% of income for principal and interest in BMR sales agreements to qualify enough people for the program.

The table illustrates several points:

- a. While four-person households at 120% of median income can pay more for housing, they also require two- and three-bedroom units, which are more expensive; and
- b. Market rate prices are far above what very low, low and moderate income families can afford, especially those earning 100% of median or less. It should be noted that 46% of San Rafael's households earned less than 100% of the Bay Area median income in 1980 and 57% of all households earned 120% or less of median.

### Home Ownership Affordability (1990)

Household Size/Income	Income	Monthly Payment	Mortgage	Down Payment	Home Price
<u>Two Persons</u>					
50% of Median	\$17,600	\$367	\$40,073	\$4,453	\$44,525
65%	\$22,880	\$477	\$52,095	\$5,788	\$57,883
80%	\$28,160	\$587	\$64,117	\$7,124	\$71,241
90%	\$31,680	\$660	\$72,131	\$8,015	\$80,146
100%	\$35,200	\$733	\$80,146	\$8,905	\$89,051
110%	\$38,720	\$807	\$88,160	\$9,796	\$97,956
120%	\$42,240	\$880	\$96,175	\$10,686	\$106,861
<u>Four Persons</u>					
50% of Median	\$22,000	\$458	\$50,091	\$5,566	\$55,657
65%	\$28,600	\$596	\$65,118	\$7,235	\$72,354
80%	\$35,200	\$733	\$80,146	\$8,905	\$89,051
90%	\$39,600	\$825	\$90,164	\$10,018	\$100,182
100%	\$44,000	\$917	\$100,182	\$11,131	\$111,313
110%	\$48,400	\$1,008	\$110,200	\$12,244	\$122,445
120%	\$52,800	\$1,100	\$120,219	\$13,358	\$133,576
Source: Marin County Housing Authority, January, 1990					

Rents have also increased with the high demand for housing. Median rents have increased between 21%-42% since 1984, depending on the size of the unit. The estimated vacancy rate for rentals of 1.1% in 1989 highlights the demand for rental units.

The table below illustrates the ability to rent a unit for families at below moderate income (30% of gross income is used to establish maximum rent because it is the standard used by HUD for the Section 8 program. The table illustrates that rental rates are barely affordable for smaller households earning more than 100% of median income. However, the problem in San Rafael at this point is not so much one of affordability, as it is one of availability. Limited supply and increasing demand have caused rents to increase dramatically from 1984-1990. Rental affordability will continue to be severely impacted if this trend continues. It also should be noted that units affordable to households earning less than 80% of median income (which was 34% of all households in San Rafael in 1980) are in even shorter supply. Further, affordable rental units with more than two-bedrooms are also in short supply.

The City implemented a rental agreement for 24 of the total 111 units in the Spinnaker on the Bay project, Phase I, which tied rent levels for designated one-and two-bedroom units to 30% of income for two-and three-person households earning 65% and 90% of median income. Thus, rents are \$573 for a one-bedroom unit and \$644 for a two-bedroom unit at the 65% of income level; and \$793 for a one-bedroom unit and \$891 for a two-bedroom unit at the 90% of income level.

### Rental Affordability (1990)

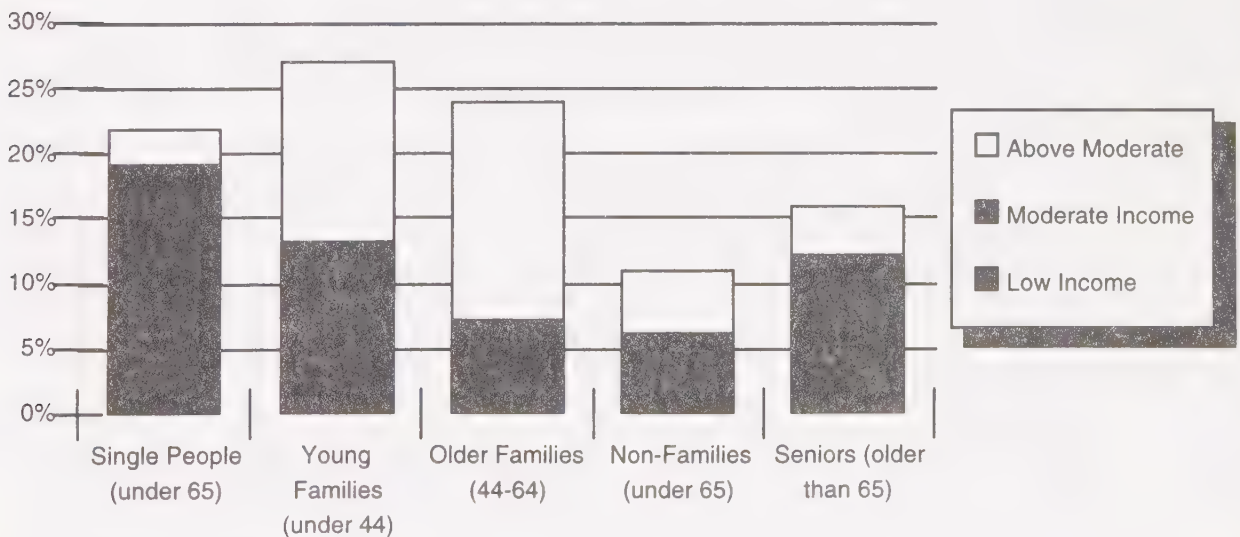
Household Size/Income	Income	Rent @ 30% of Income	Expected Unit Type
<u>Two Persons</u>			
50% of Median	\$17,600	\$440	1-2 BR
65%	\$22,880	\$572	1-2 BR
80%	\$28,160	\$704	1-2 BR
90%	\$31,680	\$792	1-2 BR
100%	\$35,200	\$880	1-2 BR
110%	\$38,720	\$968	1-2 BR
120%	\$42,240	\$1,056	1-2 BR
<u>Four Persons</u>			
50% of Median	\$22,000	\$550	2-3 BR
65%	\$28,600	\$715	2-3 BR
80%	\$35,200	\$880	2-3 BR
90%	\$39,600	\$990	2-3 BR
100%	\$44,000	\$1,100	2-3 BR
110%	\$48,400	\$1,210	2-3 BR
120%	\$52,800	\$1,320	2-3 BR
Source: Marin County Housing Authority, January, 1990			

**Policy Considerations:** Affordable housing is becoming more scarce as housing prices and rents have increased. Of major importance is the City's need to conserve its existing rental housing stock because of the very low rental housing vacancy rate. Households with traditionally lower earnings will increasingly find it difficult to find housing in San Rafael. Specific examples include young families, single mothers, the elderly, public service employees and employees in lower paying jobs. Many current San Rafael residents could not afford to buy or

rent a home in San Rafael at today's prices. Policy considerations related to housing affordability include the following:

- a. With such high construction and land costs in San Rafael, higher densities and smaller units have become increasingly important ways to limit new housing costs.
- b. Single-family detached housing is difficult to provide at an affordable level, except for mobile or modular homes.
- c. Shared rentals provide a way to reduce housing costs, but they can also inflate rental rates and impact traffic and parking.
- d. When a home owned by a low- or moderate-income family is sold, it is usually sold at a price not affordable to low- and moderate-income people. Thus, the unit is lost as "affordable housing." Over time, the City will be losing its affordable housing stock. The turnover rate of single family homes has averaged about 4% over the past four years, although lately, the turnover rate has been higher due to lower interest rates.
- e. Control over the conversion of existing rental apartments to condominiums maintains the existing rental housing stock. A vacancy rate of 4.5% to 5.0% is considered to provide a more "healthy" balance between supply and demand.
- f. When the vacancy rate is low, housing also tends to become overcrowded.
- g. The greatest new construction needs are sales units affordable to households earning 100% or less of median income and rental units affordable to households earning 80% or less of median. In 1980, 54% of all renters in San Rafael were low income.

### Income Distribution of San Rafael Households in 1980



Source: 1980 U.S. Census



**Low and Moderate Income Units Built or Approved in San Rafael**  
(1980-1990)

Need Group	Very Low	Low	Moderate	Total	Percent
Senior (Rental)	72	182	13	267	31%
Senior (Owner)	0	0	6	6	1%
Homeless (Temporary)	50	0	0	50	6%
Handicapped	12	0	0	12	1%
Abused Women/Children	0	5	5	10	1%
In-Lieu Fee	0	0	2	2	0%
Available to All Groups (Renter)	67	105	126	298	35%
Available to All Groups (Owner)	0	9	205	214	25%
Total Units	201	301	357	859	100%
Percent	23%	35%	42%	100%	
Total Rentals	201	292	144	637	74%
Total Owner-Occupied	0	9	213	222	26%
Total Senior Housing	72	182	19	273	32%
Total Non-Age Restricted	79	114	333	526	61%
Total Temporary	50	5	5	60	7%
Source: San Rafael Planning Department and Redevelopment Agency, February, 1990					

#### 4. Senior Housing

**Discussion:** San Rafael has historically had a higher percentage of seniors than the County as a whole. The 1980 proportion of people over 60 years of age in the San Rafael Planning Area was 15.5%, compared to 14.0% countywide. In the City itself, the proportion of persons over 60 was 16.2% in 1980.

Projections show that County's senior population is expected to increase from 31,140 in 1980 to 40,434 by 1990, and then to 46,578 by the year 2000. If the Planning Area's portion of the County's senior population remains the same, there would be an increase in the 60+ population in the Planning Area from 8,884 (15.5%) in 1980, to 11,524 (19.6%) in 1990, and then to 13,275 (21.8%) by the year 2000. It is estimated that as of 1989 that there are 3,885 elderly households.

In 1980, 49% of the City's senior population lived with a spouse, 27% alone, 15% in group quarters and 9% with relatives or with non-relatives. One-third of senior households rented (1,280 in 1989) and two-thirds owned their homes (2,605 in 1989). In San Rafael in 1980, 56% of all senior households had incomes less than \$15,000, thus making them eligible for federal assistance. Three-quarters of all of the City's senior households qualified as either low or moderate income.

In recent years, senior housing has become increasingly popular with developers, possibly at the expense of other types of housing needed in San Rafael. Additionally, some approved senior projects have not been built and have been difficult to convert to other uses. In response to these concerns, Planning staff investigated the supply and demand of elderly housing in the San Rafael Planning Area to determine what the present and future need will be. The major findings and

analysis in this investigation were based on data from a Grubb and Ellis report "Housing For The Elderly" and from conversations with Laventhol and Horthwath in San Francisco, the Marin County Housing Authority, the Ecumenical Association for Housing, and other Marin cities.

The San Rafael Planning Area contains about 55% of the County's senior citizen housing units. As of June, 1986, approximately 1,050 senior-citizen-only housing units were either existing or had received final approval in the Planning Area. These units constituted about 4.3% of all housing units in the Planning Area. An additional 163 units had been proposed but had not received final approval. However, over 66% of the existing or approved units were not affordable to low- and moderate-income elderly. Approximately 524 units were provided in high-price luxury condominiums in Villa Marin and Smith Ranch Hills. While these projects meet a special need by providing life care "services," they are too expensive for many of the City's seniors.

There are approximately 14,500 persons of age 55+ in the Planning Area in 1986. Since the average senior unit in the Bay Area houses 1.2 persons (Haran Hall Limited), the Planning Area's 1,050 senior units could accommodate 1,260 persons, or about 8.7% of the 55+ age group in the Planning Area.

### **Findings:**

**Low/Moderate and Subsidized Units:** There are approximately 357 low/moderate or subsidized senior units in the Planning Area, sufficient to accommodate 4.7 percent of all persons age 62+ in the Planning Area. (Low/moderate and subsidized units are typically restricted to persons age 62+). However, since the demand for low/moderate units is thought to be much higher than the 1% to 3% demand for market rate to upscale units, there may be an undersupply of low/moderate senior units in the Planning Area. This is supported by the fact that in 1980, nearly three-quarters of the City's seniors household were either low or moderate income, and that 56 percent of senior households earned less than \$15,000, and were thus eligible for federal assistance.

There are currently no proposals for additional low/moderate or subsidized senior units in the Planning Area. By the year 2000, if no additional units are constructed, only 3.7 percent of the projected 11,530 persons age 62+ will be accommodated in existing projects. This is well below the assumed demand for these types of units.

**Market Rate Units:** There are approximately 235 market rate (non-luxury) senior housing units in the Planning Area, including the 63 Centertown (The Californian) units which will probably be built. These units can accommodate 282 persons or 1.9% of the current 14,500 persons aged 55+ in the Planning Area and 1.5% of the projected 18,320 seniors aged 55+ in the year 2000. According to Grubb & Ellis, the effective demand for market rate and luxury senior housing, (defined as the estimated number of seniors who are income-qualified, live in the market area, and are willing to move into a senior housing development) ranges from 1% to 3% of the total population aged 55+. The Planning Area's supply of market rate senior units (excluding Luxury Units) falls in that range.

**Luxury Units:** Approximately 525 luxury senior housing units are existing or had received final approval in the Planning Area in 1988. These luxury units alone could house 630 persons, or 4.3 percent of all persons age 55+ in the Planning Area. (The figure would drop to 1.9 percent if Smith Ranch Hills is never built). When combined, market rate and luxury senior housing units which are existing or have received final approval would accommodate 5.8 percent of the 14,500 persons age 55+ in the Planning Area and 5.0% of the projected 18,320 persons aged 55+ in the year 2000. This is far higher than the 1% to 3% effective local demand for senior units generally assumed by Grubb & Ellis. San Rafael's existing and approved market rate/luxury senior units could serve 1.6 percent of the entire County's population age 55+. There is evidence that the locally-generated demand for luxury senior units has been exhausted. Fifty percent of existing

and approved senior units in the Planning Area are luxury units. In the Villa Marin project, 54% of the residents moved in from Marin County. Over 32% moved in from other Bay Area counties.

**Policy Considerations:** The increasing longevity of people and the increasing number of seniors in the population in Marin County and San Rafael will create some additional need for affordable housing and specialized housing for older residents. Policy considerations include the following:

- a. Consideration should be given to limiting the construction of additional market rate senior housing units in the Planning Area, especially luxury senior units. This is because the existing and future local market for such units is currently very well supplied. If additional senior market rate projects were successful, the additional units would likely supply a regional market, which would emphasize the trend toward an older, less diverse population. If a regional demand were not to materialize and the additional senior project failed, it would be difficult to convert the project to a non-senior-restricted use given a lack of parking.
- b. San Rafael has a limited supply of vacant residential land. Senior projects would compete with non-age-restricted housing for this land, and additional housing for area workers is an important need.
- c. Senior households on fixed incomes have limited resources for home improvements to maintain or rehabilitate older housing. Downtown and Montecito are specific neighborhoods where this may be a problem given the age of the housing and the high proportion senior residents.
- d. Many seniors become "trapped" in large houses, due to property tax and house payment increases which would result from moving into smaller housing units. Affordable housing opportunities (not limited to senior housing projects) would help address this problem.
- e. Seniors are often limited to fixed incomes, although many have considerable equity in their homes.

## 5. Female-Head of Household

**Discussion:** Since 1970, the number of households headed by women has increased significantly. In 1980, almost 31% of the City's households were headed by women (5,814 of 18,757; an estimated 6,335 in 1989). Of those, 57% lived alone (with 20% of those households headed by a woman over 60 years of age), 23% lived with other realities or non-realities and 20% were single mothers with children under 18 years of age. Significantly, one-fifth of all households with children were headed by a single mother. In 1980, the median household income for single mothers with children under 6 was \$6,786 and for those with children 6 to 17 it was \$11,239. Both were far below the 1980 City median income of \$21,411.

**Policy Considerations:** Women in the housing market, especially the elderly, low- and moderate-income and single-parents, face significant difficulties finding housing. According to a 1983 report prepared by the Marin County Commission on the Status of Women, this has several implications:

- a. Both owner and rental units are extremely expensive relative to women with low incomes.
- b. Landlords discriminate against women with children.
- c. Elderly women are often "trapped" in a house that is more than adequate for their needs and expensive to maintain.
- d. There is a need for specialized services to assist women, such as elderly or working mothers with young children.



## 6. Housing for the Physically Disabled

**Discussion:** According to the Marin Center for Independent Living, a resource and referral service for physically disabled people, there was a waiting list of about 60 to 80 people countywide for housing for the physically disabled 1986. In San Rafael, persons with work disability totaled 2,136 or 4.8% of the City's 44,700 population in 1980, although about 52% of those persons were still in the work force. About 2% of the City's residents (909) in 1980 were unable to use public transportation because of their disability. A majority of those (72%) were 65 years of age or older. It is estimated there were 1,000 handicapped households in San Rafael in 1989. Marin Center for Independent Living expects to study of accessible housing availability in Marin County during 1990.

**Policy Considerations:** The 1988 Housing Element includes a policy to promote housing for the physically disabled. This policy has been implemented in several projects such as Centertown and Rotary Manor. Several considerations related to housing for physically disabled people include:

- a. Flat sites where curb cuts and building access can be provided are ideal locations for the physically disabled.
- b. As the proportion of seniors in the City's population increases, handicapped accessible housing will become even more needed.
- c. Based on available data, it is estimated that about 5% of the new units constructed in the City should be available for the physically disabled.
- d. Consideration should be routinely given to handicapped dwelling conversion (or adaptability) in new construction.

## 7. Family Housing

**Discussion:** Family housing encompasses a wide range of housing need. These needs include female-headed households (discussed previously), single persons, married couples, large families (with five or more persons), families with children and non-family households.

It has historically been the policy of the City to maintain a balance of households and to meet the housing needs of its diverse population. The City has long recognized in its General Plan the need to encourage family housing. Family housing, especially for low- and moderate-income families, is an especially critical need in San Rafael. Specific needs include young adults and single parents, who generally have lower earnings which can exclude them from the housing market. In 1980, the number of young adults (ages 20 to 34) in San Rafael encompassed about one-quarter of the population. Almost 23% of all households in the City in 1980 had children under 18 years of age, and over one-quarter of these were headed by a single parent.

Large families, with five or more persons, also have special housing needs. There were an estimated 1,325 families with five or more persons in San Rafael in 1989, which represents 6.5% of all households (an estimated 300 rented and 1,025 owned their home). From 1970 to 1980, large families increased 53% (798 to 1,223), due in part to annexations during the 1970's.

A countywide analysis by the Federal Department of Housing and Urban Development found that 31% of the large families who rent have incomes that would qualify them for federal assistance. There were 276 families of five and more persons who rented in San Rafael in 1980. Of the 8,995 units in San Rafael in 1980 with three or more bedrooms, 1,231 (14%) were renter-occupied. Most of the units with three or more bedrooms were single family homes, which are expensive to rent.

**Policy Considerations:** Below market rate family housing is needed in San Rafael if the City expects to meet the needs of its diverse population. Furthermore, providing family-type housing complements the City's economic development goals by providing employee housing and an incentive for businesses to locate in San Rafael. Specific policy considerations include:

- a. There is a need for more rental housing for families, given the high demand and low supply. Condominium conversions which reduce the supply of rental housing should be strongly discouraged.
- b. Subsidized family or mixed family/elderly projects should be encouraged.
- c. The Housing Authority's Multifamily Rental Housing Bond Program made funds available for new construction of rental units, 20% of which must be rented to low-income households for ten years. While this financing program has potential in San Rafael, ways to prevent or mitigate future tenant displacement after ten years should be considered when the City approves such projects.
- d. Limited equity cooperatives provide an effective way to control the price of housing while providing an ownership option. Cooperatives can be structured to meet special needs, such as for single parents.

## 8. Housing Displacement and Conversion

**Discussion:** In general, housing displacement occurs when units are removed and replaced by newer housing or another use; units are rehabilitated and sold or rented at a higher price (such as a condominium conversion); or rents are increased to the point where the low or moderate income tenant no longer can afford to live there. In San Rafael, the greatest potential for the displacement of low and moderate income residents appears to be in Downtown and its surrounding area (such as the Lincoln Avenue Corridor) where there is pressure for conversion to more profitable non-residential land uses. According to City staff's study of Downtown residential uses, 68 residential units were demolished or converted Downtown between 1981 and 1985. Additionally, nearly 60% of the Downtown residential units were located in zones in which the City had no explicit control over conversions to nonresidential uses. Displacement/conversion Downtown is a critical issue due to the short supply of affordable rental housing in the City.

*Our Vision of Downtown San Rafael* states that the City should encourage more housing Downtown. The incentive approach to more housing, such as increased densities, a height bonus for affordable housing, and a new methodology for calculating mixed use development potential, has been advocated by the City. With the anticipated increase in housing stock, the City's housing conservation policy has been modified to be slightly more flexible in terms of allowing units to be reduced in size, as the market determines, and an exemption was added to permit conversion of single-family homes in mixed use districts.

These modifications 1) allow the conversion of a *portion* of a unit to nonresidential use if the rest of the unit is kept and 2) permit the eventual loss of approximately 16 single-family units Downtown to more intensive uses. The City anticipates that this could result in a limited increase in the number of smaller units. The overall loss of any single-family units will be more than made up with increased housing development because of the density incentives.

**Policy Considerations:** Displacement/conversion often results in the loss of affordable housing, either to more expensive housing or to another use. In some cases, however, it may be advantageous for the City to replace some of its older housing stock with new housing or other uses. A good way to deal with these types of situations is to identify areas which have older units

or displacement potential and to analyze these areas on a comprehensive basis. The following are policy considerations:

- a. The 1985 Housing Element included a policy, strengthened in the 1988 General Plan, that conversions of residential uses to other uses would be prohibited unless equivalent housing can be provided. In 1986, The City Council required Use Permit review when displacement or conversion of residential uses to other uses were proposed. In 1988, the City adopted a significant in-lieu fee requirement to cover replacement costs of any unit proposed to be converted.
- b. The potential for displacement/conversion provides an additional reason for the need to prepare neighborhood plans for Montecito and the Lincoln Avenue Corridor as well as Downtown.

## 9. Housing Rehabilitation

**Discussion:** San Rafael's housing stock is generally in good condition and has about the same distribution of newer and older housing units as the county as a whole. According to the 1980 U.S. Census, 21.4% of the City's housing stock was over 30 years old in 1980. Only 1.0% of the City's housing stock lacked plumbing facilities. Countywide, the figure is 0.8%. In San Rafael there are about 190 units lacking plumbing facilities.

There have been no formal City-wide housing condition surveys done during the past ten years. In 1971, a County survey of selected neighborhoods in San Rafael found 6.5% of the units to be substandard, which was low when compared to other cities in Marin County. Planning interns recorded land uses in San Rafael in 1982 by conducting a "windshield" survey of all residential areas. That survey indicated a very low incidence of housing in poor physical condition. Overall, it is estimated that about 1,000 units (roughly 5% of the housing stock) need rehabilitation.

On a more localized level, a Downtown building condition survey was undertaken by the Planning Department in 1985 to determine the extent of units needing substantial rehabilitation. Of the 703 units surveyed, one-quarter were in need of substantial rehabilitation. Many of the units in poorer condition tended to be clustered together or were in isolated locations where they were impacted by nearby incompatible uses or other negative factors, such as traffic noise.

**Policy Considerations:** Up-to-date information on San Rafael's housing conditions and rehabilitation needs would help to better determine the extent of this problem. Specific policy considerations include:

- a. The Downtown area, with 60 percent of the units over 40 years of age in 1980, has by far the highest proportion of older housing units in the City.
- b. Continued City support and publicizing of available rehabilitation loan program (Rental Rehabilitation and the Residential Rehabilitation Loan programs) administered by the Housing Authority are the best ways to encourage low and moderate income housing rehabilitation. The City could take a more aggressive approach to publicizing these programs so that San Rafael receives a greater share of the funds available. The Housing Authority specifically targeted the East San Rafael area for the Rental Rehabilitation program.
- c. The City's presale inspection program is also effective in identifying problem units and should be continued.



## 10. Mobile Homes and Manufactured Housing

**Discussion:** Of the 20,665 housing units in San Rafael as of January, 1989, 440, or 2.1%, were mobile homes. These include 396 units at Contempo Marin and 44 units at the B-Bar-A Trailer Court. These units provide some of the lower priced housing in the City.

**Policy Considerations:** Manufactured housing offers a lower cost alternative to conventional "stick-built" housing. Since 1982, consistent with SB 1960, the City has allowed mobile homes on single family lots, however, high land costs in San Rafael and often steep topography discourage the use of mobile homes. Also due to high land costs, there is pressure to redevelop the Contempo Marin mobile home park since the unit pads are only rented or leased. City Zoning Ordinance (Chapter 14.14.010) requires an administrative permit for mobilehomes. This requirement must be eliminated to comply with the new provisions of Government Section 65852.4 which specifies that a locality may not subject an application to install a manufactured home on a foundation system on a single-family lot to any administrative permit, planning or development process or requirement unless it is identical to those which would be imposed on a conventional home on the same lot. This change will be implemented through the current Zoning Ordinance revision.

## 11. Single Room Occupancy Units

**Discussion:** Single Room Occupancy (SRO) units provide 77 units in the Downtown and offer a specialized type of affordable housing. SRO units provide an alternative to more expensive apartments and larger units and can be a last resort for many before they become homeless. Units are located on Fourth and B Streets in the Wilkins Hotel (29 units), Marin Hotel (21 units) and the Carmel Hotel (27 units).

**Policy Considerations:** Protection of existing units and construction of new units are the primary policy issues related to SROs. The following are specific policy considerations:

- a. The significant in-lieu fee requirement adopted in 1988 by the City to cover replacement costs of any unit proposed to be converted addresses the protection of the existing SRO units located Downtown. Implementation of the Unreinforced Masonry provisions should consider impacts on existing SROs as well as other apartment units.
- b. The Downtown Plan, a high priority project expected to be underway in 1990, could further consider appropriate locations and specific programs to facilitate new SRO units.

## 12. Residential Care Facilities

**Discussion:** On August 7, 1989 the San Rafael City Council adopted an interim urgency ordinance temporarily halting the acceptance and processing of new applications for group care facilities and emergency homeless shelters. The urgency ordinance was enacted due to a concern that increasing numbers of residential care facilities were being located in the City of San Rafael, and that local neighborhoods could be adversely impacted by an "overconcentration" of such facilities. The urgency ordinance was extended to April 1, 1990.

In August, 1989 the City Council appointed a Task Force to study the distribution of residential care facilities in San Rafael and Marin County, research local regulations and standards adopted by other Bay Area jurisdictions on group care facilities, and draft an ordinance on residential care facilities for consideration by the City Council. In November, 1989 the scope of the Task Force's work was expanded to include an analysis of the special housing needs of the homeless. The Task Force met

eight times and presented its recommendations to the City Council on February 20, 1990. Discussion in the next section covers issues related to emergency shelter for the homeless.

The inventory of residential care facilities shows that there has been a slight decrease in the number of residential care facilities located in the San Rafael Planning Area since 1985, when a previous study was undertaken (37 facilities in 1989 as compared to 42 facilities in 1985). There also appears to be a trend northward in the county in terms of the location or siting of residential care facilities, which is probably related to housing costs. Approximately 42% of the residential care facilities in Marin County are located in the City of San Rafael. This represents a slight decrease in the City's share of facilities from 1985, when it amounted to 50%. During the same 1985-1989 time period, Novato's percent share of residential care facilities in the county nearly doubled, rising from 8% in 1985 to 14% in 1989.

**Policy Considerations:** As part of its deliberations, the City Attorney informed the Residential Care Facilities Task Force that the Fair Housing Act Amendment of 1988 applies to residential care facilities and emergency housing to the extent that such facilities serve the disabled. In his memo, the City Attorney states the following:

"Enforcement of an ordinance that requires use permits and/or a dispersal requirement for all group residential facilities and/or homeless shelters as they relate to individuals with disabilities, contravenes the Federal Housing Amendments Act of 1988 and would be unlawful."

The Task Force concluded that the applicability of the Fair Housing Act Amendment precluded the preparation of an ordinance which would regulate the number, concentration or dispersal of residential care facilities within the City of San Rafael. In addition, the Task Force identified two options for bringing the zoning ordinance into compliance with the Fair Housing Act Amendment:

- (1) Revise the Zoning Ordinance provisions for family care and group care facilities to conform with the Fair Housing Act Amendment; or,
- (2) Continue to implement the current Zoning Ordinance and monitor court cases dealing with the application and enforcement of the Fair Housing Act Amendment in the area of State and local regulation of residential care facilities.

A "fair share" aspect of meeting special group care housing needs, either for specialized treatment or emergency housing, is still a concern to residents of San Rafael. This issue can continue to be addressed through countywide decisions concerning the distribution of Community Development Block Grants (CDBG), Marin Community Foundation funds and decisions by the funding agencies and care providers themselves. Disbursement throughout the County reduces the potential for overconcentrating facilities in San Rafael. The Residential Care Facilities Task Force has recommended the following policies to be included in the Housing Element related to neighborhood mix and neighborhood relations involving residential care facilities.

- **"Neighborhood Mix.** The City of San Rafael recognizes the need for and desirability of residential care facilities. The City of San Rafael shall encourage a dispersion of facilities, and avoid an overconcentration of residential care facilities and shelters for the homeless in any given area. The City of San Rafael believes that an overconcentration of such facilities may negatively impact the neighborhood in which they are located and interfere with the "normalization process" for clients residing in such facilities. Overconcentration cannot be numerically defined because of the Fair Housing Act Amendment, but placement must be considered by staff, decision-making bodies and applicants in light of the above."
- **"Neighborhood Relations.** The City of San Rafael shall encourage positive relations between neighborhoods and providers of emergency shelters and residential care facilities. Providers or sponsors of emergency shelters, transitional housing programs and community care facilities shall be encouraged to establish outreach programs with their neighborhoods. It



is recommended that a staff person from the provider agency be designated as a contact person with the community to review questions or comments from the neighborhood. Outreach programs may also designate a member of the local neighborhood to their Board of Directors. Neighbors of emergency shelters, transitional housing programs and community care facilities shall be encouraged to provide a neighborly and hospitable environment for such facilities and their residents."

### 13. Special Needs of the Homeless

**Discussion:** Housing Element law has been amended over the last several years to require analysis of special housing groups to include homeless individuals and families. The law also requires localities to identify sites suitable for emergency shelters and transitional housing. The analysis is required to contain a needs assessment of shelter for the homeless and a program to meet those needs. HCD guidelines identify a satisfactory analysis as including the following:

- (1) An estimate or count of the daily average number of persons and families in the locality lacking permanent shelter (to include additional data regarding their characteristics and special needs wherever possible).
- (2) A count of the number and type of shelter beds, hotel/motel vouchers and units of transitional housing currently available to the locality.
- (3) An estimate derived of the number of additional shelter beds, shelters and transitional housing units needed by type.

Additionally, each locality is required to identify adequate sites to facilitate development of emergency shelters and transitional housing to meet any unmet need. Local governments have the option of designating physical sites for these uses (with verified owner approval of the use and other information), or may alternatively satisfy this requirement through a zoning strategy to facilitate development of emergency shelters and transitional housing.

Obtaining an accurate estimate of the homeless population is difficult. Limited statistics have been kept by agencies serving the homeless. Additionally, there are homeless individuals who are not receiving assistance and who remain "hidden." Finally, the homeless "count" is constantly changing as individuals find temporary or permanent housing relief. Countywide estimates of the number of homeless people in the county range from 300 to 2,000. San Rafael's share of the County's homeless population is estimated to be 20%, based on the current city to total county population ratio. Assuming this ratio, San Rafael's share of the regional homeless population ranges from 60 to 400 people. A Countywide Homeless Working Group is currently working on the long-term needs of the homeless within Marin County. If the Homeless Working Group does not produce or recommend a specific county wide homeless population estimate, the Residential Care Facilities Task Force recommends use of a higher estimate in the range of 1,500-2,000 people.

The primary recommendations of the Countywide Homeless Working Group, as on March, 1990, include: (1) Establishment of year-round permanent facilities dispersed throughout the county; (2) establishment or expansion of "drop-in" centers with case management and service referral programs; and (3) establishment of a permanent committee on the homeless.

The City of San Rafael presently has four shelters which serve the homeless. The combined capacity of these facilities is 82 beds. Three of these facilities serve special sub-groups within the homeless population, as follows: (1) 20 beds are provided for homeless families and children in the Transitional Housing Program operated by Marin Housing Center; (2) 22 beds are provided for the mentally disabled homeless at the Voyager/Carmel Hotel in Downtown San Rafael; and (3) 10 beds are provided by Marin Abused Women Services as transitional housing for abused



women and children. There is also one other "safe house" located at a confidential location which is used for abused women and children. The remaining 30 beds are provided at the Marin Housing Center's Emergency Shelter in East San Rafael. In addition, the County has operated the National Guard Armory at the Civic Center as a winter shelter. The Armory has a capacity of 65 - 100 beds.

In addition, Innovative Housing operates a transitional house with 8-10 beds serving single parents and children. The home was funded through federal funds and the Marin Community Foundation and provides housing and support services, such as job training, for an average of six months to two years until people can find a more permanent housing situation. Most residents who have left this program have been able to obtain Section 8 certificates.

Based on current best estimates of the local homeless population, San Rafael has unmet need, as does the County as a whole. Existing shelters within the City of San Rafael provide a total of 82 beds. If a higher estimate of the regional homeless population is used (e.g. 2,000 Countywide and 400 Citywide), San Rafael's unmet shelter need is 318 beds. If mid-range estimates are used (600 Countywide and 120 Citywide), the shortage of shelter beds within the City amounts to approximately 38 beds. If low range estimates are used (300 Countywide and 60 Citywide), San Rafael is currently providing a sufficient amount of shelter.

**Policy Considerations:** The recommendations of the City's Residential Care Facilities Task Force were reviewed by the City Council in February, 1990, with the major policy recommendations to be incorporated into the 1990 Housing Element update. The recommendations of the Residential Care Facilities Task Force are to:

- (1) Apply standards for emergency shelters as conditions of approval. These standards or conditions of approval address a variety of issues related to exterior design such as landscaping, lighting and parking, interior features such as safes, laundry and shower facilities, and house rules or shelter operation.
- (2) Establish performance standards for transitional housing facilities. These performance standards would be administered through an administrative permit process to be established in the new zoning ordinance. The administrative permit process would be non-discretionary and would not involve a public hearing. Permit approval would hinge strictly on compliance with the specified performance standards addressing issues related to exterior design such as landscaping, lighting and parking, interior facilities, and house rules and program operation.
- (3) Establish a policy related to admissions priority for emergency shelters for the homeless (these are in addition to the two policies recommended for both residential care facilities and emergency shelters identified in the preceding section). The admissions priority policy recommended by the Task Force is as follows:
  - **"Admissions Priority for Emergency Shelters for the Homeless.** Because homeless children and women may be most vulnerable to crime and adverse conditions on the street, the City of San Rafael encourages providers or sponsors of emergency shelter programs to establish admissions priority systems which give first priority to children and women."
- (4) Establish the following zoning strategy for identifying adequate sites to facilitate development of emergency shelters and transitional housing:

Type of Use	General Plan/Revised Zoning Ordinance District	Use Regulation
Emergency Shelter	High Density Residential General Commercial Light Industrial/Office Residential/Office Public/Quasi-Public	Conditional Use Permit Conditional Use Permit Conditional Use Permit Conditional Use Permit Conditional Use Permit
Transitional Housing	Single Family Residential Medium Density Residential High Density Residential Residential/Office	Permitted by Right Permitted by Right Permitted by Right Conditional Use Permit
Rotating Church Shelter Program	Any District in which Churches are Located	Master Use Permit for Program
Source: Report to the San Rafael City Council on Special Housing Needs of the Homeless, dated February 20, 1990.		

The Task Force concluded that the applicability of the Fair Housing Act Amendment to emergency shelters and transitional housing is less clear than in the case of residential care facilities. In particular, the Task Force felt there was a clear distinction between emergency shelters and residential care facilities due to the high degree of transiency associated with emergency shelters. The Task Force's recommendation, therefore, would require use permits for emergency shelters. Nevertheless, the Task Force also recognizes that this strategy may need to be modified in the future, pending the outcome of future court cases on the Fair Housing Act Amendment.

### 13. Termination of Federal, State and Local Subsidies

**Discussion:** Government Code Section 65583 requires each city and county to adopt analysis and programs for preserving assisted housing developments. The analysis is required to identify any low income units which are at risk of losing subsidies between 1990-95 and 1995-2000. This analysis researched all low income rental housing units in the City subsidized by Federal, State and local government programs. Units in three projects fall into this category: McInnis Park Apartments, Channing Crest, and 1606 Third Street.

Other below market rate rental projects are also listed for information purposes. Assisted housing developments and their status are identified in the Assisted Housing Projects Table.

#### ***Federally Subsidized Projects***

There are four projects located in the City of San Rafael which utilize federal mortgage subsidies: Pilgrim Park, Martinelli House, 626 Del Ganado and San Rafael Commons. The Department of Housing and Urban Development normally renews Section 8 rent subsidies when they come due, if owners so desire. Three of these projects: Pilgrim Park, Martinelli House and 626 Del Ganado, are under non-profit ownership and are not considered to be at risk of now renewing Section 8 low income subsidies. Thus, these units are secure as long as HUD continues to offer rent subsidies.

**TABLE OF ASSISTED HOUSING PROJECTS IN SAN RAFAEL**

<b>Project Name</b>	<b>Owner Name</b>	<b>Type of Assistance by Program Type</b>	<b>Total Low Inc. Units Mod. Income also Noted for Reference [Total Elderly]</b>	<b>Earliest Date of Subsidy Termination</b>
San Rafael Commons 302 Fourth St. 14-092-22	Pacific Union 3701 Buchanan St. San Francisco, CA	HUD Section 221 (d) 4 and FHA New Constr. Loan. CDBG and Redev. Agency land assembly/ conveyance	83 [83]	November 5, 2000
Pilgrim Park Apts. 96 Pilgrim Way 179-222-31	Pilgrim Park, Inc. 96 Pilgrim Way San Rafael 94901 (non profit owners)	HUD 236 (j) (1)	61 (36 are Sec. 8)	FHA Oct. 21, 2001 Section 8 8/20/96
Martinelli House 1327 Lincoln Ave. 11-183-07	Marin Housing Corp. c/o EAH 2169 E Francisco B Suite B San Rafael 94901 (non profit owners)	HUD 236 (J) (1)	66 (14 are Sec. 8) [66]	FHA Aug 2014 Section 8 6/1/93
626 Del Ganado 178-113-23	Marin Housing for Handicapped c/o EAH 2169 E Francisco B. Suite B San Rafael 94903 (non profit owners)	Section 202 Elderly	12 [12]	FHA Nov 4 2022 Section 8 6/23/2002
1606 Third St. 11-241-44	R. Copple 1299 Fourth St. Suite 207 San Rafael 94901- 3028	Mortgage Revenue Bonds-10 year bond Density Bonus	5 Bldg. final 5/9/86	1996
The Highlands (or Crest Marin) 100 Cresta Drive 155-251-25	No. Bay Properties c/o Klingbeil Co. 615 Front St. San Francisco 94111	Mortgage Revenue Bonds	44	2006
5 Golden Hinde 175-292-36, 37	Marin Housing Authority San Rafael, 94903	Public Housing	40 [40]	NA-public housing
McInnis Park Apts. Silveira Parkway	McInnis Partners c/o John Shalavi 180 Harbor Dr. #227 Sausalito, 94956	Development Agreement	20 Low for 10 yrs than MHDC purchase option. <i>20 Moderate in perpetuity 58 No Profit for 10 years: essentially market rate</i>	10 year period up March, 1999
285 Woodland	Copple & Foreaker 1299 Fourth St. Suite 207 San Rafael 94901- 3028	Inclusionary rental	1 low and 2 <i>moderate</i> income units for 20 years after 50% occupancy Bldg. compl 5/89	2009



Project Name	Owner Name	Type of Assistance by Program Type	Total Low Inc. Units Mod. Income also Noted for Reference [Total Elderly	Earliest Date of Subsidy Termination
Centertown Third & C Streets	Centertown Assoc. c/o Bridge Hsg Corp 82 2d St. Ste 200 San Francisco (non profit ptrnshp)	Redev. Agency, Fed Home Loan Bank (AHP), Low Income Tax Credits, Marin Comm. Found. Grnt Density Bonus	60 family units	Redev. Agency owns land and has provided a 75 year lease. Occupied in 1992
Channing Crest 251-253 Channing San Rafael 155-092-22	Albion Prop. c/o Marston 3375 Jackson St. San Francisco 94118	Inclusionary rental Density/traffic bonus	7 low income for 10 years after Cert. of Occupancy 3/86	March 1996
Drakes Terrace 275 Los Ranchitos 175-060-62, 63	TransAm Partners 4 c/o TransAm RE Attn. John Strain 600 Montgomery San Francisco	City Inclusionary Density Bonus	13 senior moderate inc. @ 90-100% med. for 20 years after occupancy (9/89)	September, 2009
Rotary Many 1851 10-291-66	Rotary Manor c/o Jack McNutt 1851 Fifth San Rafael (non profit owner)	San Rafael Rotary San Rafael School D. Marin Comm. Found CDBG funds	99 [99]	2017
99 Prof. Cntr Pkwy 155-073-03, 04	H. Sabbaghian P.O. Box 3634 San Rafael 94912	City Inclusionary	4 moderate income	Nov. 2031
Sundance 95 Medway	Marin Housing Auth.	Public Housing	28	NA-Public Housing
Park Towers 108 Prof. Center Pkwy 155-092-15	Devonshire Associates c/o Monty Silver 530 El Camino Real San Carlos, CA 94070	Legalization of two unauthorized units	2 low for 10 years through use of Sec. 8 vouchers	Sept. 15, 2000

San Rafael Commons, an 83 unit senior rental project, is owned by a for profit partnership. The General Partner is Pacific Union; a for profit corporation. EAH holds a 1% interest with Pacific Union in San Rafael Commons, a limited partnership. The HUD Section 8 contract for this project is not staged and cannot be prepaid, according to representatives for the owner. The section 8 subsidy runs beyond the year 2000 planning period and is not analyzed. However, the City will contact the property owner within 2-3 years of the subsidy expiring to start exploring alternatives to retain low income affordability of these units. Government Code Section 65863.10 requires at least one year advance notice to local governments where federal financial assistance for multifamily rental housing is to be terminated. This project received significant public Redevelopment Agency, City, County, HUD and Ecumenical Association for Housing assistance and support during development stages, and is an exemplary design and use.

### *Other Assisted Housing Projects*

The Marin Housing Authority owns two public housing projects in San Rafael: a 40 unit senior project at 5 Golden Hinde, and a 28 unit apartment at 95 Medway. These projects will remain low income public housing projects.

Two projects in the City received State tax exempt mortgage revenue bonds. These projects are Crest Marin II, and 1606 Third Street. These subsidies expire ten to fifteen years from the date of contract; the expiration date for Crest Marin II is after the year 2000 planning period which is required to be analyzed at this time. The 1606 Third Street property owner states that the mortgage revenue bond for that project expires in 1996.

1606 Third Street. This project received a significant density bonus and tax exempt bonds to provide 5 low income units in the 25 unit project. City conditions of approval required the low income units for a minimum of 10 years from the date of 50% occupancy. The building was finished in May, 1986; 50% occupancy is estimated to have occurred by June or July, 1986.

Two projects: Centertown and Rotary Manor received a variety of subsidies during construction, are non-profit owned, and are expected to continue to provide significant low income housing opportunities over time.

Several other projects have provided low income units as result of local development approvals only. These include 20 units in McInnis Park Apartments; 1 unit at 285 Woodland; 7 units at Channing Crest and 2 units at Park Towers. Both the McInnis Park Apartment and Channing Crest units low income agreements would terminate between 1995-2000.

McInnis Park Apartment. Through a Development Agreement, the City required 20 low income units for 10 years after 50% occupancy (March, 1999) in the 98 unit McInnis Park Apartment project. A concurrent Partnership Agreement gave Marin Housing Development Corporation (MHDC), a subsidiary of Marin Housing authority, partial ownership interest in the project and provided that at the end of this 10 year period, MHDC could use its interest to purchase the low income units or to buy other low income units elsewhere in the City. MHDC's ownership interest, however, would be insufficient to buy a significant portion of the 20 units. The City's Housing Consultant is exploring an alternative which includes McInnis Partner's buyout of MHDC's interest in the project in exchange for extension of the low income subsidies for all 20 units for an additional 10 years. The owner has agreed to this proposal. This negotiation is expected to be resolved in the near future and this project would then not be at risk of conversion until 2009.

Channing Crest. As a result of granting a traffic bonus to the site, the City has an agreement with the property owner to rent 7 units to low income households for 10 years from the date of occupancy, which was March, 1986. Thus, these units would lose their local low income restrictions in March, 1996. In 1993 there are no additional project based Section 8 units, but there are Section 8 vouchers for low income individuals. Any existing low income tenants in this project which are not Section 8 tenants would need to get on the Housing Authority's list for Section 8 vouchers to qualify for ongoing Section 8 subsidies.

In total, 0 assisted units are at risk of losing their low income status between January, 1990 and January, 1995. However, 7 units at Channing Crest, 5 units at 1606 Third Street and, (less likely), 20 units at McInnis Park Apartments could potentially lose their low income restrictions between January, 1995 and January, 2000.

### *Required Analysis*

Notice. McInnis Park Apartment owners must negotiate a buyout with Marin Housing Development Corporation at the end of the ten year period of this low income project. No notice or first right of refusal is required for Channing Crest or the 1606 Third Street low income units.



Cost Estimates for preserving or replacement of at-risk units. Cost estimates for *replacing* low income rental units can range significantly, depending upon size of unit, density, construction costs, land values, any extraordinary site development costs, even type (senior only requires less parking; handicapped accessible has special requirements). A recently completed, low income projects in San Rafael cost \$160,000/unit to build. This estimate is at the high end: it is a three story structure over parking in Downtown with some significant site development costs. Average high density apartments with no unusual site development costs could range from \$90,000-120,000 /unit, based on 1992 construction costs, land values, and moderately sized units. Thus the *total* cost of replacing 32 low income units could run anywhere from 2.88 million to 5.12 million.

Rents would support a portion of the construction costs. The City's Housing Consultant estimates that the City or some other non-profit would need to subsidize approximately 30-50% of the construction cost. Thus, to create 32 new units, 50% subsidies could cost 1.44 to 2.56 million.

However, replacement does not address tenant displacement difficulties. Replacement also presupposes that land exists for construction of replacement units. In San Rafael, a largely built out city, land is increasingly hard to come by and neighborhood opposition to such projects is often an issue. These are additional reasons to preserve existing units if possible.

Costs for preserving existing units. Costs for preserving the existing units, if purchase were involved, would depend upon the project's rent structures and mortgage. In one other City, where a detailed analysis of preservation costs were conducted, preservation through purchase ran almost as high as replacement costs, but could be less depending on the project being preserved.

Preserving low income units could also occur through rent subsidies. The difference between what a low income household can afford to pay for rent and market rate rents in Marin can run several hundred dollars per unit per month. In 1992,

- a 1 person household at 50% of median income can afford a rent of \$490;
- a 2 person household at 50% of median income can afford a rent of \$560.

A survey of market rate rents in 1992 in Downtown San Rafael:

- 1 BR \$720
- 2 BR \$945

If it is assumed that half of the units being preserved are 1 BR with 1 person households, and half are 2 BR with 2 person households, rent subsidies for 32 units would cost \$118,000/year and 1.18 million over 10 years.

Thus, rent subsidies could preserve low income units for an additional 10 years at much lower initial costs, but leave units more susceptible to conversion to market rate units over time.

Resources Available for Preservation. Several sources are available for preservation:

- Redevelopment Agency Housing funds for new housing projects as of March, 1993 total \$900,000, primarily for land acquisition. It is possible that, given successful negotiations with the County of Marin, additional housing set aside funds could become available. Under existing agreements with the County of Marin, no additional housing funds are available in the foreseeable future.
- CDBG funds, distributed by the Marin Housing Authority, are currently running approximately 1.6 million annually for all of Marin County. These funds were distributed among more than 100 projects in 1992. San Rafael projects are eligible to compete for 1.35 million of this total. Rent subsidies and construction activities would not be eligible for CDBG funding; non-profit purchase of an apartment building, site acquisition or pre-development activities would be eligible activities.
- The Housing Authority also distributes \$800,000 in HOME funds, funds available for low low income acquisition and construction. These funds have been available for 2 years and are distributed amount 2-3 projects.



- The Housing Authority administers a Housing Trust Fund from countywide in-lieu fees. Amounts are "limited" due to low construction activity and County preference for onsite construction over fees.
- In addition to these sources, Marin Community Foundation provides grant funds for low income housing in Marin County. The Foundation's Annual Report states that Housing and Community Development Grants distributed in FY1992 totaled \$2,029,809. Amounts awarded in FY1992 for payment in FY1992 or a future year totaled \$1,932,349. A review of the Housing and Community Development grants distributed in 1992 identified 18 grants, 3 of which were \$250,000-444,000 each, 3 of which were \$145,000-250,000, and 12 of which were less than \$145,000 each.
- Local housing in-lieu fees available as of January, 1993 totaled \$179,844. All fees were collected prior to 1990. Since adoption of the General Plan in 1988, the City has strongly encouraged onsite construction of below market rate units as part of market rate residential units rather than fees, because of the difficulty in finding appropriate sites for and construction of new affordable housing projects, as well as a desire to distribute such housing throughout the City.
- The Housing Authority has a modest administrative reserve (approx. \$200,000/year) and has adopted policies regarding the use of this reserve. 50% are held as a contingency for the Section 8 program, 20% are used for existing Authority "troubled projects"; 20% are used to build a housing development fund. Currently there is approximately \$100,000 in this fund. 10% is used to support other agency programs.

Number of at-risk units to be Preserved. The City must quantify the number of at-risk units expected to be preserved over the 10 year planning time frame. The City will negotiate to preserve all 32 at-risk units during the 1990-2000 planning period.

Non-profit and Public Entities with Experience and knowledge to purchase at risk projects. The Ecumenical Association for Housing (EAH) is a 24 year old nonprofit corporation which has been developing, managing and advocating for affordable housing. During this time period, EAH has developed over 1,150 units of affordable housing predominantly in Marin County. Additionally, EAH's Property Management Division manages over 1,300 units of affordable housing in complexes located throughout the Bay Area. In 1992, EAH had 600 units under construction in the planning, acquisition or rehabilitation stages. Most recently, EAH was designated by the Marin Community Foundation as the lead housing agency in the development of affordable housing throughout Marin County. This non-profit would be a potential "priority purchase" of an at-risk project, should it be offered for sale.

Additionally, the Marin Housing Authority owns and/or manages 565 units in 10 projects throughout Marin County, including 5 Golden Hinde and 28 Medway in San Rafael, and is a second "priority purchaser". The Housing Authority has been in operation since 1942.

The San Rafael Redevelopment Agency could assist in purchase, land acquisition, etc. but would not be involved in owning and operating low income projects.

Program Efforts to Preserve At-Risk Units. Program efforts to preserve at-risk units include:

- a) Finalizing Housing Consultant negotiations with McInnis Partners to extend the low income subsidies for 20 units an additional 10 years in exchange for buyout of MHDC's interest in the partnership, or other acceptable alternatives.
- b) Housing Consultant negotiations with Channing Crest and 1606 Third Street owners, Housing Authority, etc. to enable continuation of low income units beyond 1996, when local use restrictions run out.
- c) Consideration of conversion protections, such as one-for-one replacement of affordable units when low income rents are converted to market rate rents, where not preempted by State or Federal law; and relocation assistance to displaced tenants.
- d) Continue other Housing Element programs and policies supporting, preserving and constructing rental housing.

### ***Moderate Income Units required as part of local approvals***

In addition to the low income units required to be analyzed, many moderate income ownership units have been developed under a City inclusionary program with deed restrictions of 30-40 years. While moderate income units are not required to be addressed by the government code, these ownership units are not at significant risk of losing their moderate income use status. The deed restriction on a unit is renewed each time the unit is sold. Therefore a unit would have to be under the same ownership for 30-40 years to be converted to market rate status. The chance of this happening is unlikely. These units also have resale controls on price which assure that the units remain affordable upon sale.

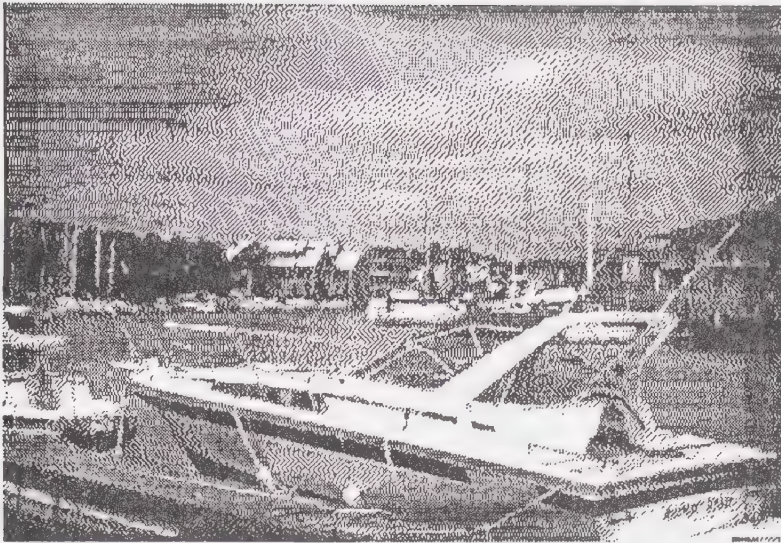
Three rental projects have also been required to guarantee that certain units will have rents affordable to moderate income households. These include 13 units at Drake's Terrace, 4 units at 99 Professional Center Parkway, and 20 units at McInnis Apartments. The difference between market rate rents and moderate income rents is currently negligible, but if market rate rents were to exceed what moderate income households could afford to pay in the future, these units would continue to be affordable to moderate income households.



# **RECREATION BACKGROUND**







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## RECREATION BACKGROUND

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### INTRODUCTION

The Recreation Element of the General Plan provides an opportunity to coordinate recreation facilities needs and implementation programs with the other parts of the General Plan. The information in this section provides background on recreation needs and facilities, which led to development of Recreation Element policies. The Recreation Element relates closely to the Land Use, Housing and Natural Environment sections. For instance, the Land Use and Housing Elements identify future residential areas which will generate recreation needs. The Land Use Plan also designates generalized future park locations. The Open Space Plan identifies existing and potential open space areas, and addresses recreational use of open space. The Recreation Plan Map identifies existing and potential park sites and trails, schools which provide important community recreation facilities, and shoreline park band areas. This section includes:

1. State Guidelines and Requirements for Recreation Elements
2. Types of Parks
3. Recreation Facilities Inventory
4. Park and Recreation Issues

### STATE GUIDELINES AND REQUIREMENTS FOR RECREATION ELEMENTS

In addition to the mandatory elements, the code permits local agencies to adopt optional elements (such as San Rafael's 1984 Recreation Element) to reflect and accommodate local conditions and circumstances. Section 65303 of the law deals further with optional elements of the plan, stating:

The general plan may include any other elements or address any other subjects which, in the judgement of the legislative body, relate to the physical development of the county or city.

Other state laws make adoption of a Recreation Element strongly advisable. A General Plan containing specific standards and plans for recreation development is required by Government Code §66477 (Quimby Act) in order to require subdivision land dedications for recreation purposes. Additionally, the Recreation Element provides a plan which is necessary to acquire surplus school land for recreation purposes in accordance with Education Code §39397.5 (Naylor Bill).

## TYPES OF PARKS

"Local" parks are usually categorized as neighborhood or community parks.

1. **Neighborhood Parks.** Neighborhood Parks ideally serve a "neighborhood" with a population of 2,000 - 5,000 persons within a radius of approximately one-half mile. Neighborhood parks may serve all age groups or may be more specialized, depending on the neighborhood's particular characteristics. Desirable acreage standards for new or expanding parks are 5 - 20 acres in size.

In San Rafael's case, neighborhood parks may serve 2 or 3 neighborhoods within a radius of one mile. Neighborhood recreation facilities are also likely to be located at both neighborhood parks and at schools.

2. **Community Parks.** Community Parks generally serve a population of 10,000-30,000 within a 3 mile radius. Desirable acreage standards are 20 acres or more. Based on these criteria San Rafael can support 2 to 3 such parks. Community parks often provide specialized facilities such as swimming pools, tennis courts, community centers, and sportfield complexes. In San Rafael, community facilities also tend to be split between two locations. Albert Park and San Rafael High jointly provide community wide facilities south of Puerto Suello Hill. North of Puerto Suello, joint community facilities are the Terra Linda Recreational Center and the Vallecito/Don Timoteo/Freitas Park complex. Pickleweed Park is also being developed as a community park.

In addition to "local-serving" parks and recreation areas, regional parks, open space areas, and special use facilities help satisfy recreational needs.

3. **Regional Parks.** Regional parks are very large recreational areas (usually 100 acres or more) serving populations of at least 30,000. They usually include natural features such as nature areas, trails, and water ways, and specialized facilities such as campgrounds which cannot be provided at neighborhood or community parks. San Rafael has an abundance of such facilities: McNears Beach County Park, McInnis Park and China Camp State Park, which serves not only the region but the state.
4. **Open Space Areas.** An Open Space area is a large undeveloped area, preserved in its natural state to serve as a greenbelt divider or environmental resource; to promote public health and safety; and to provide those types of recreation which do not substantially alter or destroy the natural environment. While open space areas are primarily non-use areas, low intensity recreational uses such as hiking and picnicking are often compatible with open space use. In some locations higher intensity recreational uses may be possible. In open space of particular importance to wildlife, such as wetlands habitat, recreational uses need to be limited to adjacent trails or viewing area, with buffer areas between wetlands and public use areas. Hundreds of acres of open space land have been purchased or dedicated in and around San Rafael.
5. **Public Special Use Facilities.** Special use facilities are generally single purpose in nature, having a unique or important recreational purpose. Examples include Falkirk, the Historical Museum and Marin Center. Other examples could be environmental centers; a shoreline park band; a sailing school; golf course; marina; zoo; tennis, archery or other sports centers; outdoor theaters; etc.
6. **Private Facilities.** Private facilities in San Rafael include several tennis clubs, marinas, fitness centers, golf courses, private schools and colleges, and recreation facilities in new housing developments. Private facilities and public/private joint ventures are expected to play an increasing role in meeting future recreational needs due to public budget constraints.



## RECREATION FACILITIES INVENTORY

Within the City of San Rafael there are 18 City-owned parks and the joint Mont Marin Homeowners Association/City-owned park totaling 138 acres. These 138 acres provide 3.1 acres of neighborhood and community parks per 1,000 City residents. Community Services Districts in the unincorporated San Rafael Planning Area provide six neighborhood park or recreation facilities totaling 27 acres in Marinwood/Lucas Valley (4.1 acres per 1,000 residents) and three acres in Santa Venetia (.7 acres per 1,000 residents). The County-owned Marin Center also provides informal turf play areas for the Civic Center neighborhood.

Twenty-five public schools and one school site throughout the Planning Area supplement the local public recreation facilities system, providing an estimated 150 acres of hard court and playfields for organized sports activities (2.6 acres per 1,000 residents).

Two County parks and China Camp State Park provide significant region-wide facilities totaling 2,125 acres (37 acres per 1,000 residents). Additionally, as of September 1986, secured public open space totaling 2,600 acres provided hiking and limited other recreation opportunities (45 acres per 1,000 residents). San Rafael's shoreline frontage on San Francisco Bay and the San Rafael Canal provides opportunity for public access to these exceptional water resources.

## PARK AND RECREATION ISSUES

Recreation issues important to San Rafael include the identification of: City-wide recreational needs and deficiencies; neighborhood recreational needs and deficiencies; the importance of surplus school sites in providing recreational sites; and, funding of park and recreation facilities.

### *City-wide Recreation Needs and Interests*

City-wide recreational needs were identified from the 1982 Statewide Recreational Needs survey, 1978 Countywide Recreational Facilities Needs survey, the 1986 San Rafael Community Survey and Workshop Reports, and 1977 and 1981 City open space acquisition discussions.

#### *1982 State Survey*

The 1982 State Department of Parks and Recreation report, "Recreational Needs in California," contains several conclusions important to City parks and recreation planning. The survey found that desires for new or additional recreation opportunities are clearly directed toward outdoor, nature oriented activities such as fishing and hiking. The top three existing activities: jogging, bicycling and field sports will continue to show the greatest actual growth in participation days. However, because the population is aging, strenuous activities which experienced tremendous growth in the 1960's, will grow at a rate somewhat less than the population growth rate. Several activities, particularly off highway vehicle use, are not projected to increase at all despite population growth. Growth of "visiting historical and cultural sites" is expected to grow much faster than population growth.

The need for safe, secure recreational areas was also noted by the study. Landscaping, park design and maintenance must promote safety and visibility. The study further concluded there is a great need to provide recreational activities and programs which increase opportunities for social interaction.

### *1978 Countywide Recreational Facilities Needs Survey*

The Countywide Recreational Facilities Needs Survey identified recreation needs for the San Rafael and Las Gallinas Basins. More and better bicycle trails for both pleasure and transportation were the number one need expressed by residents of both areas, with more than 60% of respondents feeling they were needed. More and improved tennis courts, and more camping facilities were the next most expressed needs.

Additional swimming facilities were particularly desired by residents south of Puerto Suello Hill. This need continues to be less well met. Swimming facilities were also among the top ten needs expressed by residents of the Las Gallinas Basin which includes Terra Linda, Santa Venetia and Marinwood/Lucas Valley. This need, however, is expected to be largely satisfied by construction of two pools: the new YMCA facility on Los Gamos Drive and at the Jewish Community Center of Marin on North San Pedro Road. The YMCA facility provides the first indoor swimming pool available to the general public year around.

Other facilities which ranked high locally and County-wide in the County Recreation Survey include additional hiking and horseback trails, picnic facilities, teen centers, senior centers, gyms, racquetball and handball courts, community recreation buildings, small boat access to the Bay, and fishing and other boat launch facilities.

### *1986 Community Survey and Workshops*

The **Community Survey Report**, prepared by Moore, Iacofano, Goltsman as part of the General Plan revision, identified major community planning issues to be addressed in the revised General Plan. Respondents expressed both a strong desire and a willingness to pay for parks, improvement of open space for recreational purposes, and recreational programs for adults and children. Survey results were broken down into several geographic subareas. Respondents south of Puerto Suello Hill, especially in the East San Rafael and Lincoln neighborhoods, expressed a even stronger desire and willingness to pay for park and recreational facilities than respondents north of Puerto Suello Hill.

In addition to the community survey, community workshops were also conducted as part of the General Plan revision. Needs expressed at community workshops included increased park maintenance and more swimming pools.

### *Other Surveys*

Recent area and nation-wide surveys have also found gardening to be the top adult interest. The success of the Nova Albion and Pickleweed Park community gardens suggest an unmet need for additional community garden space, particularly in higher density areas of the City with large adult populations. The heavy use of existing playfields also signifies a continuing demand for well maintained organized sports facilities. In 1985, the Las Gallinas 9-hole golf course was displaced by development; this was the only short course in the county, and has been missed by many area golf clubs and by beginning golfers. An active lobby group was formed to secure a replacement course: McInnis Park and environs have been the focus of the search for a new site.

### *1977 and 1981 City Open Space Acquisition Discussions*

In 1972, the City of San Rafael passed a bond measure and the County of Marin established an open space district to purchase important open space lands. Discussions by the Open Space Priority Setting Committee and the Parks and Recreation and Planning Commissions in 1977 and 1981 resulted in the prioritizing and purchase of numerous open space parcels. Several high priority parcels have not been purchased due to lack of funds. Open space lands which were identified as important for recreational use

have been included in the Recreation Element. (See Plan appendices for comprehensive open space listing) The 1981 Open Space Priority list adopted by the Planning Commission (after three public hearings and recommendations from the Parks and Recreation Commission) is as follows:

1. Of Community-Wide Significance (no priority ranking):
  - a. East San Rafael shoreline band
  - b. East San Rafael marshland
  - c. Bret Harte ridge
  - d. Haas property
  - e. Holiday Magic property
  - f. Country Club/Loch Lomond
2. Of Localize Neighborhood Influence (no priority ranking):
  - g. Sun Valley slope
  - h. Gold Hill grade
  - i. Gerstle Park ridge

## ***Identification and Evaluation of Regional and Community Recreational Facilities***

### *China Camp/Barbier Open Space*

China Camp State Park encompassing hillsides and waterfront areas of the San Pedro Peninsula meets all criteria for increased State funding. It is a nature oriented park close to urban areas. It presently contains picnic areas, shore fishing, hiking, 31 campsites and a partially restored historic Chinese fishing village. Future development plans are consistent with State and local priority needs: the park plan calls for continued restoration of the fishing village and addition of a Chinese Cultural Center, additional parking, picnic areas, bicycle, hiking and equestrian trails, and a small boat launch facility. There is an opportunity for expansion of China Camp Park if the City were to lease or dedicate the H. Barbier City open space land to the State. This would allow for coordinated development, patrol and maintenance of this area with China Camp. Barbier open space lands are also adjacent to other County open space lands owned by the County Open Space District. An alternative option could be to dedicate these lands to the Open Space District. The Barbier lands are expected to be developed to provide pedestrian trails to the scenic former Nike site and to China Camp, and possibly other low use facilities such as picnic areas which would be compatible with open space.

### *McNear's Beach County Park*

McNear's Beach County Park at the end of the San Pedro Peninsula is a developed, heavily used facility offering beach and pool swimming, sailing classes, picnic areas and tennis courts. It is 55 acres in size, located on the eastern end of the San Pedro Peninsula, near China Camp State Park. A fishing pier is to be added to the park in 1987-88.

### *McInnis Park and Environs*

McInnis Park, located at the east end of Smith Ranch Road, is only partially developed with four multipurpose turf athletic fields, including two softball diamonds, one of which is lighted, a canoe launch, four lighted tennis courts and a golf driving range. The original park master plan contained a velodrome (bicycle racetrack), family picnic areas, additional playfields, a tennis center, a swim center, and an equestrian center, hiking paths and overlooks. In 1985, this Plan was amended to replace the swim center with a water theme park.



The McInnis Park Master Plan is now being comprehensively revised by the County. A draft may be available in 1988. Additional development being considered include: eight tennis courts; four 150-person group use areas; a sailing lagoon; the Marin Wildlife Center; a water theme park; a permanent driving range and a 9-hole golf course. The velodrome and equestrian center are no longer being considered because of fiscal or locational difficulties. The County Parks Department is also exploring options with State and Federal wildlife authorities for partial development of the Park's 350 acres of diked wetlands.

Continuing cutbacks in County spending have greatly reduced the potential for public development of new facilities at McInnis Park. Consequently, the County has signed a joint venture with a private concessionaire to develop the water theme park and is continuing to explore joint venture possibilities for other facilities.

McInnis Park's relative isolation, good access and size make intensive recreational facilities development more appropriate than at other park locations. However, park landscaping and design need to help shield new facilities from the Santa Venetia neighborhood, 1,000 feet to the south, and any residential development on the Marin Ranch Airport site. Earth berms and heavy tree planting have been installed on the south side of the park road back to the existing tennis court road. Additional landscape screening may be necessary as other facilities are developed.

Immediately north of McInnis Park is land owned by the Las Gallinas Valley Sanitary District. As a part of the sewage treatment facilities expansion, the District constructed a freshwater marsh/pond, two storage ponds, a salt water marsh, and extensive hiking/bicycle trails around the freshwater pond and along the shoreline levee. The shoreline levee path runs north to the Hamilton Air Force Base site.

South of McInnis Park is the Marin Ranch Airport site, currently restricted to airport and recreational uses. The property owners are negotiating with County Parks staff to sell land for or provide a possible 9-hole public golf course on a portion of the airport site, connecting to McInnis Park.

#### *Pickleweed Park*

Pickleweed Park is a 17 acre community and neighborhood park located adjacent to the San Rafael Canal. Only partially developed, existing facilities include turf sportfields, picnic areas, a playlot, community garden, community center and parcourse. Planned facilities include a group picnic area and children's play areas. The Canalside levee will connect with the planned Shoreline park band.

Greater use could be made of Pickleweed's waterfront location by providing small boat access and/or a small fishing pier at its western end. These were highly rated citywide needs, and there is limited deepwater shorefront available to the public in San Rafael. Additionally a safe, secure park is an important consideration at Pickleweed. Lighting and landscaping improvements should continue to promote user safety. In 1987, consultants were hired to conduct a neighborhood needs survey and to update the Pickleweed Park master plan.

#### *Proposed East San Rafael Shoreline Band*

The East San Rafael Shoreline Park Band, an important community-wide resource/low intensity use recreation area, is partially dedicated and improved. When completed, the parkband will provide shoreline bicycling, hiking, jogging and nature viewing along a two mile waterfront. The approximately 100 foot wide shoreline band will link with Pickleweed Community Park on the north. A portion of the shoreline band was the subject of a 1982 wetlands mitigation study which allowed additional development on diked lands subject to Army Corps fill permits in exchange for shoreline levee improvements, enhancement of area pond and marsh habitats, and provision of public access to and along the shoreline.

The shoreline band was also emphasized in 1982 as being of the highest priority in Planning Commission and City Council open space acquisition discussions. Timely completion of public dedication and improvement of this remarkable resource is an important General Plan consideration. Additionally, preparation of a Master Plan for the parkband is necessary to assure appropriate landscape design of the band coordinated with adjacent private landscape areas and public facilities development. Parkband and adjacent development is discussed under San Rafael Canal, Bayfront and Marin Islands Policies section of the General Plan.

#### *San Rafael Canal Waterfront/Beach Park*

The San Rafael Canal shoreline is a potential community-wide recreation resource. Existing public access to the San Rafael Canal is limited; however, the General Plan promotes expanded public access and marine related uses for properties adjacent to the Canal. The Plan also promotes better use of Beach Park, a little used and poorly accessed special use park on the Canal. Existing facilities and activities include a fishing pier and small boat sailing classes. The Plan recommends a potential public/private joint venture to increase use of the park, as well as improved automobile access to the park through relocation of Beach Park Road. Additional information on the Canal, including visual and recreation access possibilities, is included on the Canal Land Use and Access Map and in the San Rafael Canal, Bayfront and Marin Islands Policies Section.

#### *McNear Quarry Shoreline*

After depletion of brick and rock resources at McNear's Quarry (in an estimated 20 years from 1986), the 300 acre quarry site in the Peacock Gap neighborhood is expected to be developed with residential, office/commercial uses, and an inland harbor with marina. Consistent with the Bay Conservation and Development Commission Plan, Peacock Gap Neighborhood Plan and McNear Quarry Reclamation Plan, public access is to be provided along the entire bay frontage. The shoreline band is described in the Peacock Gap Neighborhood Plan as "a 100 foot wide shoreline park... (which) shall emphasize pedestrian and bicycle access to the Bay." Ultimate delineation of the McNear parkband is expected to vary in width to include site specific resources such as beaches, and not to be limited to a strict 100 foot setback.

#### *Marin Center*

The Marin Center at the Marin County Civic Center is a regional special use facility, with its auditorium, meeting halls and annual County fair. Outdoor facilities include a lagoon area surrounded by turf and paved areas for walking and jogging. Despite the lack of recreational amenities, the outdoor areas are well used. Minimal investments in a parcourse, additional picnic tables, a playlot or other such facilities would enhance site use for visitors, area workers, and neighbors from the several nearby city and county neighborhoods which are not well served by other public recreational facilities. Additionally, as properties adjacent to the Marin Center are developed, design features and pedestrian connections which would complement and tie the development to the Center would enhance these properties as well as the Marin Center.

In 1985 a Master Plan for the Marin Center was completed. The plan was revised and adopted in 1986. Planned improvements to the fairground site in the next five years include a special events platform for outdoor performances; a new 800 seat theater; a new 9,600 square foot exhibit hall and meeting facility; and new support facilities including a 60 seat restaurant; 7,000 square feet of office and storage; and a 1,500 square foot video production facility. Longer term plans include expansion and remodeling of the existing auditorium, replacing the existing 2,100 seats with 2,600 fixed seats.



### *Albert Park*

Albert Park located on B Street south of Downtown is the city's principal community-level park serving the entire city. Albert Park has a very well used community center with a senior room, auditorium and meeting rooms, playfields, a tot lot, picnic area and four tennis courts. Future plans are to improve playground apparatus and picnic areas. An additional two tennis courts and concession stand may also be added. This park is heavily used for organized sports and community center activities. Plans to improve landscaping may increase its desirability for quieter activities. Expansion of senior activities is important at this location as it is central to several neighborhoods with high senior citizen populations.

### *San Rafael High School*

The San Rafael High School complex located on Third Street east of downtown is also a community recreational facility. The school may be the most important organized sports facility in the City. The school has good access, parking and is heavily used. Key recreation facilities include lighted and unlighted playfields, 2 gyms, and a swimming pool which could possibly be covered for year round swimming. There are no public indoor pools in southern San Rafael and San Rafael High School provides a centrally located site for a year round swimming facility, although high construction costs might make enclosure infeasible. The school's auditorium and theater is considered one of the best in the County. The school also has 6 tennis courts which are in need of maintenance. The City Recreation Department runs programs at San Rafael High School daily between 3 PM and 10 PM. The San Rafael High School District has in the past considered closure of one of its high school campuses. Maintenance of a portion of the recreation facilities at San Rafael High is very important if San Rafael High were ever to be closed.

### *Terra Linda Recreational Center*

The Terra Linda Recreation Center on Del Ganado Road is a fully developed, heavily used community and neighborhood facility. Although it is only 3 1/2 acres in size, it contains a swimming pool, small turf and paved play areas, an outdoor stage and community center building.

### *Vallecito/Don Timoteo/Freitas School and Park Complex*

The Vallecito/Don Timoteo schools complex adjacent to Freitas Park in Terra Linda provides numerous playfields intensely used for organized sports. In addition, the Dixie Elementary School District constructed a playground complex at Vallecito School in 1987-87. While the complex has good access, space and parking, use is somewhat limited by surrounding residential land uses.

### *City Bicycle Routes Plan*

Additional and better bikeways for both recreation and transportation use were the most highly rated needs identified in the 1978 county-wide recreation needs survey. A bicycle route plan was developed and adopted as part of the 1984 Recreation Element. The bicycle route plan is discussed in the Circulation Background section and is shown on Map GP-8.



## PARKS AND RECREATION INVENTORY SUMMARY

### STATE OF CALIFORNIA

<u>Site Name</u>	<u>Outdoor Facilities (Number)</u>				<u>Swim Pool</u>	<u>Type</u>		<u>Play Lot</u>	<u>Size Acres</u>	<u>Other Facilities</u>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>	<u>Tennis Courts</u>		<u>Basketball Courts</u>	<u>Paved Playyards</u>			
China Camp			yes							31 Campsites, Bay Access, Shore Fishing, Informal Boat Launch, Hiking, Vista Points, Historic Fishing Village

### CITY OWNED FACILITIES

<u>Site Name</u>	<u>Outdoor Facilities (Number)</u>				<u>Swim Pool</u>	<u>Type</u>		<u>Play Lot</u>	<u>Size Acres</u>	<u>Other Facilities</u>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>	<u>Tennis Courts</u>		<u>Basketball Courts</u>	<u>Paved Playyards</u>			
Santa Margarita Valley Park		small	6	1		1		yes	5.0	Open space access
Terra Linda Park		yes	yes		1	1	yes	yes	3.4	Rec. Center, Outdoor Stage Swim Change Rooms
Freitas Parkway Mini Parks			2						0.4	
Munson Park		small							0.4	
Jerry R. Russom Park		yes								A part of 195 acres open space, access to open spac
Oleander Park		yes	3					yes	2.0	
Freitas Park		yes	6	2	wading			yes	3.5	
Victor Jones Park	1		6			2		yes	29.2	Volleyball, Shuffleboard, Hiking
Sun Valley Park		yes	5			1	yes	yes	2.1	

### CITY OWNED FACILITIES (cont.)

<u>Site Name</u>	<u>Outdoor Facilities (Number)</u>				<u>Swim Pool</u>	<u>Type</u>		<u>Play Lot</u>	<u>Size Acres</u>	<u>Other Facilities</u>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>	<u>Tennis Courts</u>		<u>Basketball Courts</u>	<u>Paved Playyards</u>			
Falkirk Cultural Center			4						11.0	Lawn Area, Reflecting Pool, Historic Building, Art Shows, Other Cult. Activity
Boyd Park		yes	21	1				yes	42.0	Hiking, Scenic Drive, Museum, open space acces
Gerstle Park		yes	28	1		1		yes	6.0	Museum Room, open space access, group picnic area
Albert Park	2	yes	11	4		1		yes	11.5	Community Center

Bret Harte Park					yes	0.5	Benches
Beach Park			5			0.4	Fishing Pier, Boat tie Bay Access
Pickleweed Park	yes		9		yes	17.0	Shoreline Access, Parcourse, Community Center, Community Garden
Schoen Park			1		yes	0.1	
Bayside Mini Park	small					0.1	Benches, shoreline access
Peacock Gap Park (largely undeveloped)	small		2		yes	7.0	Benches, parcourse, hiking, open space access
Shoreline Parkband (partially complete)							Hiking, bicycling, shoreline access

### MARIN COUNTY FACILITIES

<u>Site Name</u>	<u>Outdoor Facilities (Number)</u>				<u>Swim Pool</u>	<u>Type</u>			<u>Size Acres</u>	<u>Other Facilities</u>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>	<u>Tennis Courts</u>		<u>Basketball Courts</u>	<u>Paved Playyards</u>	<u>Play Lot</u>		
McInnis Park	2 (softball)	2 *	yes	4					450	Soccer/Football, Golf Driving Range, Canoe Launch, Equestrian Center, Hiking, Bay Access
Marin Center		yes	yes				informal		80	Lagoon, Auditorium, Hiking, Bicycling
McNear's Beach			50	2	yes				55	Bay swimming, Beach change house, sailboats, hiking, Shoreline Access
Pueblo Park		small	1	1		1		yes	2.0	
Candy's Park		small						yes	1.5	Shuffleboard, horseshoes, Rec. Room rented adj to park
Adrian Rosel		small	yes					yes	0.7	
McPhail Playfield		yes							1.5	

## MARINWOOD COMMUNITY SERVICES DISTRICT

<u>Site Name</u>	<u>Outdoor Facilities (Number)</u>					<u>Type</u>		<u>Play Lot</u>	<u>Size Acres</u>	<u>Other Facilities</u>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>	<u>Tennis Courts</u>	<u>Swim Pool</u>	<u>Basketball Courts</u>	<u>Paved Playyards</u>			
Marinwood Park		yes	3	4	yes			yes	25.0	Open Space Access, Hiking along creek, Recreation Center
Gallinas Ave. Mini Park								yes	0.1	Creekside location

## LUCAS VALLEY COMMUNITY SERVICE AREA

<u>Site Name</u>	<u>Outdoor Facilities (Number)</u>					<u>Type</u>		<u>Play Lot</u>	<u>Size Acres</u>	<u>Other Facilities</u>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>	<u>Tennis Courts</u>	<u>Swim Pool</u>	<u>Basketball Courts</u>	<u>Paved Playyards</u>			
L V Comm. Center		small		2	yes			yes	2.0	Recreation Center

## SAN RAFAEL SCHOOL DISTRICTS

<u>Site Name</u>	<u>Outdoor Facilities (Number)</u>					<u>Type</u>		<u>Play Lot</u>	<u>Size Acres</u>	<u>Other Facilities</u>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>	<u>Tennis Courts</u>	<u>Swim Pool</u>	<u>Basketball Courts</u>	<u>Paved Playyards</u>			
Bahia Vista	2	yes*				2	yes	yes	5.0	Day Care Programs *Soccer, General Purpose
Coleman	1	yes*				2	yes	yes	4.0	Multipurpose room * Soccer, Football
Old Gallinas (closed 1983)	1					2	yes	yes	7.8	Music/exercise room
Gallinas (former Santa Venetia Jr. Hi)	3	yes*	yes			9	yes	yes	11.2	Gym, Day Care Program *Soccer, Football
Glenwood	3	yes*		2		2	yes	yes	24.6	Day Care Program *Soccer, Football, General Purpose
Hartzell (Closed--Sold for residential development. Small City park to be developed onsite)										
Laurel Dell Primary (closed, admin. use)							yes	yes	1.2	
Laurel Dell Int. (Madrone)						2	yes		1.0	
McPhail (closed)	2	yes				3			9.8	
Peacock Gap School Site ( Never used. Sold for residential development. Small City park to be developed onsite)										
San Pedro (closed)		2	yes*			2		yes	7.3	*Soccer, General Purpose



### ***SAN RAFAEL SCHOOL DISTRICTS (cont.)***

<u>Site Name</u>	<b>Outdoor Facilities (Number)</b>			<u>Tennis Courts</u>	<u>Swim Pool</u>	<b>Type</b>			<u>Size Acres</u>	<b>Other Facilities</b>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>			<u>Basketball Courts</u>	<u>Paved Playyards</u>	<u>Play Lot</u>		
Short (closed)						1	yes	yes	1.0	Day Care Programs
Sun Valley		yes*				2	yes	yes	5.0	Multipurpose room *Soccer, General Purpose
Davidson Jr. High School	2	yes*				10	yes	yes	15.3	Music Room, Exercise Room *Football, General Purpose
San Rafael High School	4	yes*		6	yes	7			29.7	Auditorium, Stage, Two Gyms, Track *Football, Soccer
Terra Linda High School	4	yes*		6	yes	6			30.2	Gym, drama/music, stage, weight room *Football, Soccer

### ***DIXIE SCHOOL DISTRICT***

<u>Site Name</u>	<b>Outdoor Facilities (Number)</b>			<u>Tennis Courts</u>	<u>Swim Pool</u>	<b>Type</b>			<u>Size Acres</u>	<b>Other Facilities</b>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>			<u>Basketball Courts</u>	<u>Paved Playyards</u>	<u>Play Lot</u>		
Bernard Hoffman (closed) Admin. Use for Marin County Schools)	2	yes*				2	yes	yes	3.8**	*Football, Gen. Purpose **Field only
Dixie	1	yes*				2	yes	yes	11.4	Multipurpose Room *Football, Gen. Purpose
Don Timoteo (Closed)	2	yes*				4	yes	yes	10.0	Day Care Program *Soccer, Gen. Purpose
Lucas Valley (closed)	1	yes*				3	yes	yes	10.0	*Soccer, Gen. Purpose
Mary Silveira (closed)	2	yes*				3			9.9	Multipurpose Room *Soccer, Gen. Purpose
Miller Creek Middle School	2	yes*				5			17.0	Gym, auditorium, theater, music room, track, historic building, bleachers *Soccer, Gen. Purpose
Oak View (closed)	1	yes*				3	yes	yes	13.0	*Football, Soccer
Santa Margarita (closed)	1	yes*				6	yes	yes	11.0	Multipurpose Room *Football, Soccer
Vallecito	1	1				6	yes	yes	25.0	Large children's play equipment area, adjacent parcourse, Gym, Music Room, Auditorium, Outdoor Amphitheater
Nova Albion (Closed- Admin Use)		yes						yes	10.4	Community Garden

# **PRIVATE - QUASI PUBLIC FACILITIES**

<u>Site Name</u>	<u>Outdoor Facilities (Number)</u>			<u>Type</u>					<u>Size</u>	<u>Other Facilities</u>
	<u>Baseball Diamond</u>	<u>Turf Field</u>	<u>Picnic &amp; BBQ</u>	<u>Tennis Courts</u>	<u>Swim Pool</u>	<u>Basketball Courts</u>	<u>Paved Playyards</u>	<u>Play Lot</u>	<u>Acres</u>	
Castro Field	1	yes*							1.5	Note: Field not maintained or used last few years. *Soccer/Football
YMCA					yes				3.0	40,000 sq. ft. facility with gym, handball, racquetball, exercise room, multipurpose room, child care, meeting room
Dominican		yes		yes	yes					Gym, auditorium, stage, College hiking
San Rafael Academy	yes	yes			yes					Gym
Peacock Gap Golf & Country Club										18-hole golf course, driving range, clubhouse, pro shop
Rafael Racquet Club				10	yes					Change house, pro shop
Marin Tennis Club				11	yes					Clubhouse
Marin Beach & Tennis Club				3	yes					Clubhouse and meeting rooms
Whistlestop										Seniors only--10,000 sq ft senior center
Las Gallinas Fitness Center										Weight room, sauna
Nautilus										Weight and exercise rooms racquetball, sauna
Loch Lomond Marina										Boat Launch Facility, Bay Access, Restaurant
Buck's Landing										Boat Launch Facility, Bay Access
Jewish Community Center					yes*			yes		Day Care Center , Meeting Rooms, *Hand. accessible
Anne Curtis Swim School					yes					
Santa Venetia Swim School					yes					
Marin Rod & Gun Club										Restaurant, Fishing Pier

### *Hiking and Equestrian Trails Plan*

Additional trails have been identified as a top rated area-wide need. The Recreation Plan Map identifies existing access points to open space trails and designates major trails or connectors which exist or are planned. Planned trail connections on private land could be secured and improved through subdivision approvals or other development applications. Where feasible, the City would accept easements or fee ownership of the trails.

Trails on public lands are primarily existing fire roads also used as hiking/equestrian paths. Given funding availability, clearer signing of trails and access points, improved maintenance of major trails and provision of limited parking at trailheads are important.

The City Trails Plan corresponds to the more detailed Marin County-wide Trails Plan which also recommends dedication and improvement of proposed trails. The County Plan distinguishes between hiking only, horseback riding and hiking, and bicycling and hiking trails. The combination trails would have a wider right of way and/or improvement standard.

### *Recreational Needs in Commercial Areas*

With an increasing number of persons working in commercial centers such as Downtown, East San Rafael and Northgate, additional private recreational facilities are important in larger commercial projects for employee use. Appropriate outdoor facilities include plazas and landscaped picnic/seating areas. A good example of such a facility is Court House Square on Fourth St. This site is heavily used during the lunch hours.

## ***Neighborhood Recreational Needs and Facilities***

Neighborhood needs were identified through an evaluation of neighborhood age characteristics (from 1980 census), a field survey of existing neighborhood facilities, and adopted neighborhood plans. The neighborhoods discussed below are those identified in the Neighborhood Map in the General Plan. Unincorporated areas within the San Rafael Planning Area are included.

### *Neighborhood Age Characteristics*

Age characteristics of Planning Area neighborhoods varied significantly in 1980, which has implications for recreational needs identification. Adults over 65 primarily lived in neighborhoods surrounding Downtown: Montecito, Lincoln, Fairhills, Downtown itself and to a lesser extent Sun Valley, Gerstle Park and Dominican. They were also a relatively large segment of the population in Northgate East of Highway 101 and southern Terra Linda. By contrast, adults over 65 were a very small segment of the population in the East San Rafael, northern Terra Linda, Los Ranchitos, Peacock Gap, and Glenwood neighborhoods. This would indicate that expansion of senior activities, including community gardens, in and around Downtown is important and Albert Park is an excellent central location. Senior recreation activities, along with good access, would also be important in the development of any new Northgate area parks. Emphasis on senior activities in the Canal, on the other hand, may be misplaced.

In 1980, children under age 18 were most prevalent in the outlying single family neighborhoods of Peacock Gap/Glenwood, northern Terra Linda, and Mont Marin. Downtown and Northgate East have the fewest children. This fact has implications for location of additional sportfields, tot lots and teen centers.

Active adult facilities such as tennis courts, parcourses and tracks, could expect to receive good use if located in or near the Canal, Gerstle Park, Downtown and Northgate east of 101, where nearly half of neighborhood population was between the ages of 18 and 34 in 1980.



## SAN RAFAEL AGE CHARACTERISTICS BY NEIGHBORHOOD (%)

NEIGHBORHOOD	TOTAL POP.	UNDER 5	5-17	ALL CHILDREN	18-34	35-54	55-64	65+	55+	MINORITY %	PPH
West End	3,396	4%	13%	16%	32%	30%	10%	12%	22%	4%	2.23
Gerstle Park	1,789	4	10	14	51	16	7	13	20	7	1.83
Bret Harte	1,499	5	15	20	36	23	11	10	21	12	2.2
Picnic Valley	1,670	4	13	17	37	24	10	12	22	5	2.15
Southern Heights	87	2	12	14	14	24	28	20	48	0	2.29
Canal	5,165	5	13	18	46	22	8	6	14	19	1.99
Peacock Gap/Glenwood Loch Lomond	4,738	4	25	29	16	35	14	7	21	3	3.03
Country Club/Bays Ac. (Uninc.)	1,307	3	21	24	18	30	11	16	27	3	2.75
Montecito	1,813	5	11	16	39	16	8	21	29	8	2.0
Dominican	3,059	4	18	22	24	27	13	13	26	6	2.7
Lincoln	2,681	4	11	15	39	21	9	16	25	7	1.88
Downtown	1,117	3	5	8	44	15	9	24	33	9	1.48
Sun Valley	2,045	4	15	19	30	25	12	14	26	3	2.4
Merrydale	1,319	5	15	20	38	21	12	9	21	13	2.15
Los Ranchitos	462	4	20	24	19	36	15	6	21	5	3.09
Terra Linda S/O Freitas	3,796	4	19	23	20	29	14	14	28	7	2.74
Terra Linda N/O Freitas	4,050	5	23	28	40	16	11	5	16	7	2.85
Mont Marin/San Rafael Park	2,358	4	27	31	18	33	11	7	18	5	3.09
Northgate East	2,171	3	7	10	43	21	9	17	26	10	1.78
Santa Venetia (Uninc.)	4,078	5	17	22	29	25	12	12	24	8	2.68
Fairhills	831	3	16	19	20	28	16	17	33	2	2.47
Marinwood/Lucas Valley	6,409	5	26	31	22	32	10	5	15	7	3.06
Incorporated City Total	44,700	4	16	20	33	35	11	11	22	8	2.32
Planning Area Total	57,451	4	17	21	30	27	11	11	22	8	2.42

## *Neighborhood Facilities*

**West End:** The West End neighborhood is a mixed single family/multiple family neighborhood southwest of Downtown with approximately 3,400 residents in 1980 and an even age distribution. The West End is poorly served for public recreational needs because there are no public parks or school facilities and virtually no suitable sites for such facilities. Open space lands do provide informal hiking opportunities to the southern half of the neighborhood although access to these areas could be improved. West End south of Fourth Street is also served by Albert and Gerstle Parks although they are 1/2 to 1 mile away. North of Fourth street, the small Sun Valley Park is the nearest neighborhood park. The recent Grove Hill subdivision approval will provide somewhat better pedestrian access to Sun Valley Park from the West End.

**Gerstle Park:** Gerstle Park neighborhood, with approximately 1,800 residents, is densely developed with many apartments and smaller single family homes. In 1980 it had the lowest percentage of children (14%) and highest percentage of young adults aged 18-34 (51%) in the City. Active adult recreational facilities (tennis courts, parcourses, jogging paths, swimming pools and sportfields) could therefore be expected to be well used. Additionally, the neighborhood's age mix and development pattern suggest a need for community garden space. In 1987, neighborhood residents expressed a strong interest in improved children's play facilities.

The neighborhood is well served by recreational facilities at Gerstle Park, Albert Park and Davidson School. Sportfields and tennis courts, picnic areas, playlots and community center activities are readily available. The variety of uses at existing parks could be increased to provide, for example, a parcourse. The closed Short School, used by City and County child care programs, is not critical for provision of additional neighborhood recreation facilities but is important to the city's child care programs.

**Bret Harte/Picnic Valley:** Bret Harte and Picnic Valley's 3,200 residents live in modest single family homes and some apartments. Neighborhood age distribution is balanced. The area is served by tiny Bret Harte Park, by Davidson School, by Albert Park and by the Laurel Dell schools. Albert Park is 1/2 to 1 mile away from Bret Harte. Laurel Dell Primary and Intermediate schools, now closed, provide some poorly maintained paved playyards and a playlot.

Needs in this area are for adult recreational facilities such as picnic areas, parcourses, hiking, and community garden space. Playyard, tot lot and playfield needs are well met.

Opportunity exists to acquire hillside land adjacent to Bret Harte Park to provide picnic and hiking opportunities and a link to nearly open space lands. The Laurel Dell Schools are not critical for recreational use because of their proximity to Davidson School, but they do provide land opportunities for community garden space, a track, etc. The Elementary School also has provided a playlot which serves Picnic Valley. The playlot should either be retained and maintained at Laurel Dell or relocated to Davidson School.

**East San Rafael:** More than 5,200 residents lived in East San Rafael in 1980, primarily in multi-unit residential complexes. East San Rafael is also a major employment area. The residential population contained a high percentage of young adults (46%) and the lowest percentage of adults over 55 (13%) in the City. Age distribution indicates a need for additional active recreational uses for younger adults and a deemphasis on senior recreational activities. However, many seniors living in East San Rafael are those more likely to need and use public services, thus senior activities should not be eliminated. A Pickleweed Park Needs Survey was conducted in 1987 to provide more up to date needs information as part of the Pickleweed Park Master Plan revision.

All existing residents live within a half mile of Pickleweed Park, the major area recreational facility. Pickleweed Park is a community-wide park which also serves as a neighborhood park to the adjacent neighborhood. Besides Pickleweed Park, the proposed Shoreline Parkband and Beach



Park (discussed under Regional and Community Recreation Facilities), existing neighborhood facilities include the Schoen Park playlot and Bahia Vista School paved playyards.

With a existing population of 5,200, and more than 1,000 new homes proposed, neighborhood park location and population standards would recommend development of a new neighborhood park 5-6 acres in size to serve the southern part of the residential neighborhood. At East San Rafael neighborhood plan meetings, the community voiced strong support for two smaller neighborhood parks rather than one larger new park. One park, proposed at the junction of Harbor and Canal Streets, would serve existing residents in nearby high density apartment projects as well as other neighborhood and community residents and workers. The park would be water oriented, it would enhance Canal access and views, and has been approved by the State Lands Commission as an appropriate site for use of funds generated in resolution of State Trust title claims. The second neighborhood park site was recommended at the south end of the neighborhood, adjacent to planned residential areas, on City-owned land. In addition, there has been interest in development of a community-wide serving "Marina Green" park adjacent to the shoreline parkband which would provide automobile access to and views of the Bay.

**Peacock Gap:** Peacock Gap, with approximately 1,500 residents, has, along with Glenwood and Loch Lomond, the highest percentage of children in the City. It is a single family home neighborhood of older families; numbers of young adults and elderly are very low. Older children tend to be those most involved in organized sports activities. Yet Peacock Gap has no such facilities. Children must go to Glenwood School, 1-2 miles away for organized sports activities. The neighborhood does have other facilities. McNear's Beach County Park, approximately 1/2 -1 mile away, provides swimming, sailing lessons and tennis. There are also extensive opportunities for hiking in adjacent open space and China Camp Park, and recreational bicycling along North San Pedro Road.

The Peacock Gap Neighborhood Plan, which served as the basis for area General Plan recommendations, limited near term residential development potential to some 300 units; sometime after 2000, the San Rafael Rock Quarry is expected to be redeveloped with additional residential and commercial uses. The Neighborhood Plan also addressed future neighborhood recreational opportunities. The Plan requires provision of access to open space in some new developments, and bicycle routes throughout the neighborhood. The Plan required development of a tot lot on the former school district site at Riviera and Biscayne Drives when that site is developed. It also required developers in the neighborhood to dedicate and fund development of a six to seven acre neighborhood park on the western side of the Peacock Gap golf course.

The Peacock Gap Neighborhood Park site has been dedicated to the City and a Master Plan has been prepared for park development. Based upon a neighborhood recreation needs survey, the Peacock Park Master Plan includes a parcourse and hiking trails, a children's play area, tot lot, two tennis courts, a softball field, irrigated turf areas and a restroom facility.

The Neighborhood Plan recommends the eventual development of a shoreline parkband around the perimeter of the San Rafael Rock Quarry parcel, to be developed primarily for hiking and bicycle access. The Reclamation Plan for the Quarry property also contains a proposed inland harbor and marina development, and marshland restoration.

**Glenwood/Bayside Acres:** The Glenwood and unincorporated Bayside Acres neighborhoods are very similar in character to Peacock Gap. Their 3,500 residents are well served, in terms of amount of land, types of parks and facilities available, by Glenwood School and Victor Jones Park. The centrally located Glenwood School provides organized sports, tennis and playfield facilities. Victor Jones Park is more than 1/2 mile distant from part of Bayside Acres. Both facilities are well maintained and attractive. Ample informal hiking opportunities exist in nearby open space areas. McNear's Beach County Park is also reasonably accessible to the neighborhood (1 1/2 to 2 miles away), and Point San Pedro Road provides bicycling opportunities and bay views. Since there



are no plans to close Glenwood School, recreational needs of these neighborhoods should continue to be well met.

**Loch Lomond/Villa Real/Country Club:** Loch Lomond and the unincorporated Country Club neighborhoods are neighborhoods of large single family homes. Older families with children predominate, as in Glenwood and Peacock Gap; however, the number of older adults (55+) is also moderately high. Total population is about 1,300, low to support a neighborhood park. Westerly portions of Country Club lie within a half mile of Dominican College and San Rafael High. The remainder of Country Club and all of Loch Lomond are poorly served by public recreation facilities.

San Pedro School, the only public facility in the area, contains a multiuse sports field which receives neighborhood use and is important for city-wide soccer and baseball use. The school has been closed. Retention of a portion of the site in sports fields is important to City organized sports programs and for neighborhood use should the site ever be sold.

**Montecito:** Montecito is a mixed, higher density area of apartments and smaller single family homes. This 1,800 resident neighborhood had the highest portion of adults over 55 in the City in 1980 (29%). Young adults aged 18-34 also constituted a high percentage of the Montecito population (39%). As the percentage of children under 5 is high for San Rafael, young families are an important segment of this neighborhood. Neighborhood recreational facilities however, serve primarily older children and young adults.

Montecito contains San Rafael High School with its numerous playfields, tennis courts, gyms, track and swimming pool. These facilities are critical to the City's overall recreational program and are used by the neighborhood. The San Rafael High School District has in the past considered closure of either San Rafael High or Terra Linda High. If San Rafael High is ever closed, maintenance of some recreation facilities there will be of the highest priority. Coleman School, at the other end of the neighborhood, provides informal playfields, hard courts, and children's play equipment. This school is expected to remain open. The school has poor accessibility to part of the neighborhood.

**Dominican:** The Dominican neighborhood contains a population of more than 3,000 and is primarily a single family residential area of older families. There are few young adults aged 18-34. Recreation facilities in the Dominican neighborhood are limited; Coleman and San Rafael High School serve Dominican, although San Rafael High is a mile or more away. Dominican College is also informally used by the neighborhood. As with the Montecito neighborhood, public recreation space should be reserved to serve this neighborhood if the status of any of the schools or colleges change. Dominican College and Coleman School are centrally located to both the Montecito and Dominican neighborhoods.

**Lincoln:** The population characteristics of the Lincoln neighborhood are consistent with its primarily higher density, multiple family residential housing stock. Of the 2,700 residents, a high percentage are adults aged 18-34 (39%) or 55 and older (25%). Only 15% are children.

Lincoln neighborhood depends on Coleman School for children's playfields. It is the nearest such facility although it is 3/4 - 1 mile away and across the freeway (via a pedestrian over crossing). Boyd Park, also a half mile or more away, provides tennis courts, picnic and tot lot facilities, as well as hiking opportunities and scenic overlooks. A small isolated turf area in Boyd Park is available for informal game playing, but it might better serve the neighborhood as a community garden, particularly if a direct pedestrian access from Nye Street could be provided at some time in the future. Access to Boyd Park from most of the Lincoln neighborhood is circuitous.

Although a closer neighborhood facility can be justified on a population basis, there is no suitable vacant land for such a facility. Larger new development projects would best serve their occupants by incorporating recreational amenities on site.

**Downtown:** Downtown workers and approximately 1,100 residents are well served by public facilities at Boyd Park and Albert Park. Downtown residents are either older (33% aged 55 or more) or young adults (44% aged 18-34); only 8% are children. Varied recreational facilities are available for casual lunchtime and resident use, and Albert Park Community Center provides senior activities. The non-profit Whistlestop senior center also serves area seniors with extensive recreational programs. Because of the high percentage of adults and lack of private open space for Downtown residents, vacant Downtown lots not expected to develop in 5-10 years should be considered for temporary community garden use.

**Sun Valley/Fairhills:** Sun Valley is characterized by modest single family homes. Age distribution is balanced. Fairhills, a large single family home area, has a high percentage of adults. Neighborhood population totaled 2,800 in 1980.

Children's recreation needs in these neighborhoods are met through Sun Valley School and Sun Valley Park, although Sun Valley School is more than 1/2 mile from Fairhills residents, and Sun Valley Park is small. Adult recreational facilities are less available. Boyd Park provides hiking and tennis, but is distant to most of the neighborhood. The recent assessment district purchase of Sun Valley open space parcels also provides neighborhood hiking opportunities. Any open space trail development should tie in to Terra Linda and San Anselmo open space. No sites exist in the neighborhood for active park development.

The "Neighborhood 13/14 Plan", adopted in 1980, contains two recreation recommendations:

- a. Development of a more direct access between the neighborhood and Boyd Park through an undeveloped parcel off El Cerrito Drive
- b. Development of a bicycle path/walkway along Fifth Avenue to improve safety.

The bicycle path/walkway has been constructed. The Boyd Park access would be secured through a subdivision approval. Additionally, a 5,000 square foot mini-park has been dedicated to the City as part of the Grove Hill subdivision. This park provides access from Fifth Avenue to open space areas to the south.

San Rafael Academy at the southern edge of the Fairhills neighborhood, has playfields and an indoor swimming pool. Joint use of the Academy's facilities could provide benefits to both the Academy and the public.

**Merrydale/Los Ranchitos:** The unincorporated Los Ranchitos neighborhood is characterized by large single-family homes and older families. Merrydale, a City neighborhood, is much more densely developed with small single family homes and some large apartment complexes. There are no public recreation facilities within these two neighborhoods to serve the 1,800 residents, although the closed Hartzell School site to the north is within a half mile of the neighborhoods. The Hartzell site has been sold for residential development. Included in the development project is a half acre playlot and picnic area.

Total unserved population which would be served by development of park facilities at Hartzell is marginal for a full scale neighborhood park at this location. However, a small playlot at this location would serve young children in these neighborhoods and some nearby Terra Linda residents as well. Additionally, improvement of the 101 underpass would provide better access to the Civic Center, and development of neighborhood recreational facilities at the Civic Center/lagoon area could serve city and county residents.

**Terra Linda south of Freitas Parkway:** South Terra Linda is composed primarily of single family homes, although numerous apartments are located along Nova Albion and Las Gallinas. Older families and older adults predominate. The 4,000 residents of this neighborhood are generally well served by Freitas Park, extensive school facilities at Don Timoteo, Vallecito, Terra Linda



High, and a successful community garden at the former Nova Albion School. Picnic areas, playlots, wading pools, tennis courts, a parcourse and numerous playfields and hardcourts are available. The fields and courts of Don Timoteo/Vallecito and nearby Terra Linda High School provide a key city sports complex and are extensively use. The San Rafael High School District has discussed closure of either Terra Linda or San Rafael High School. If Terra Linda High School were ever closed, maintenance of some recreation facilities there would be a very high priority. The high school contains excellent soccer and baseball fields, a large tennis court complex and a gym. Additionally, the closed Don Timoteo school playfields are an important part of the Vallecito complex and should not be lost to recreational use.

**Terra Linda north of Freitas Parkway:** Public recreational facilities serving the 4,000 residents of this largely single family neighborhood of families with children include extensive open space areas, Santa Margarita School, Santa Margarita Park, the Terra Linda Recreation Center, Hoffman Field and Oleander Park. Residents are well served by these facilities. Playfields are provided at Santa Margarita School and Hoffman Field. Both Hoffman Field, leased on an annual basis from the school district, and the closed Santa Margarita School, are very important to citywide organized sports programs and should be retained. Santa Margarita School has good fields and room for expanded facilities. It also has a well used multipurpose room. Terra Linda Recreation Center, although small, operates as a community park as well as a neighborhood park because of its community center building and outdoor swimming facilities. It also has informal turf and picnic areas, hardcourts and play equipment. Santa Margarita Valley Park provides picnic areas and tennis courts. Its isolation makes design safety important. Oleander Park provides a tot lot, picnic tables and a turf field. The surrounding neighborhood is satisfied with the low level use of this small park.

**Mont Marin/San Rafael Park:** This primarily single family area contained a very high (31%) percentage of children under 18 in 1980. The 2,300 residents are served by the closed Oak View School and the largely undeveloped Jerry R. Russom Park and Open Space area. Oak View School has sports fields, paved playyards and play equipment which serve a portion of the neighborhood. However, the playfields are not important for organized sports programs and access to the site is poor.

Bernard Hoffman Field, Jerry R. Russom Park and Oleander Park are more distant alternate recreation sites for these residents if Oak View School were ever sold.

Jerry R. Russom Park/Open Space, purchased jointly by the Mont Marin homeowners and the City, presently contains about three acres of turf fields within approximately 195 acres of flat to steeply sloping open space land. Mont Marin Park has potential for some additional neighborhood park development. Approximately five acres of land are relatively flat and could accommodate more varied park uses. The park site has the advantage of its Miller Creek setting for hiking and picnicking. Vehicular access could be provided from Old Lucas Valley Road, which would avoid access through the residential neighborhood. Any future planning must be accomplished together with area residents.

**Northgate East:** Approximately 2,550 persons live in the Northgate neighborhood east of Highway 101. Residential areas are dispersed due to topography and preexisting commercial development; 1,600 people live in apartments and condominiums located along the freeway frontage road; 600 in the Contempo Marin Mobile Home Park; and 350 at Captains Cove on Smith Ranch Road. Percentages of children and household size are low compared to City averages. Persons aged 18-34 are the dominate age group (43%) with residents 55 or older also constituting a large proportion (26%) of the total.

Public recreational facilities within this neighborhood are limited and include some public open space lands and the Marin Center lagoon. McInnis County Park, located just east of the neighborhood, is also near many area residents.



Northgate East contains several large undeveloped parcels with significant residential development potential, including Civic Center North, Civic Center Plaza, Scettrini, small projects on Channing Way, Crest Marin II, Smith Ranch Hills and redevelopment of the Marin Ranch Airport site. Providing a neighborhood park in Northgate East is difficult because of existing development patterns, topography and access and because there is little vacant land left that is suitable as a park site and is centrally located/accessible to a majority of neighborhood residents. Possible sites include:

- a. **Scettrini Site.** Located just north of the railroad right-of-way, this is a major site, however, most of this property is either wetland or steeply sloping hillside and it is isolated, making it unsuitable for a neighborhood park.
- b. **Civic Center North.** A flat park site can be provided on the Civic Center North property. This site is at the southern edge of the neighborhood and is relatively well located to southern portions of the neighborhood, however, it is not easily accessed from the northerly parts of the neighborhood.
- c. **Crest Marin II.** The Crest Marin II site is at the northern end of the neighborhood at the top of a hill and is not well located for a public park.
- d. **Smith Ranch Hills.** The Smith Ranch Hills project, also at the northern edge of the neighborhood, is fully approved as a private senior facility. This is not compatible with public park provision on that site.
- e. **Marin Ranch Airport.** The Marin Ranch Airport site is a 120 acre flat site currently restricted to airport and recreation uses. If the Declaration of Restrictions is ever modified, the site is envisioned for eventual development of approximately 350 units. A neighborhood park located at the south end of the Marin Ranch Airport site would serve approximately 2,300 residents, thus meeting neighborhood park population and location standards. The site is adjacent to McInnis Park, a regional facility that does not serve neighborhood park needs well.
- f. **Civic Center Lagoon Area.** The Marin Center lagoon area just south of the Northgate East neighborhood is a potential location for additional recreational facilities which could also serve Santa Venetia/Civic Center as well as the Merrydale and Los Ranchitos neighborhoods.

The Marin Ranch Airport site appears to be the best site for a neighborhood park to serve Northgate East residents. The Civic Center North property or Civic Center property could provide alternative locations.

**Civic Center/Santa Venetia:** The Civic Center and unincorporated Santa Venetia neighborhoods, with 4,000 residents, have a fairly even age distribution similar to Sun Valley. The area contains primarily single family homes. Recreation needs are met by three small parks and three schools. Neighborhood parks and a playfield at one closed school are maintained by the County of Marin.

Pueblo Park is a classic small neighborhood park providing a variety of activities to all age groups. It is well maintained and very well used. The schools provide paved or turf playfields while the other parks are basically turf. McPhail and the old Gallinas Elementary Schools have been closed. Santa Venetia Junior High was recently merged with Davidson Junior High. Gallinas Elementary School then moved to the Santa Venetia School site. Retention of a portion of the closed Gallinas School site could provide centrally located land for a multiuse neighborhood park.

An additional existing quasi public "recreational site" is Castro playfield, owned by Little League. Surrounded by homes and not visible from the street, it has become a neighborhood nuisance. Being too small for Little League games, it has not been used or maintained for several years. However, the site provides the only public recreational land within approximately 1/2 mile of many homes. If the site is retained as a recreational site, it need to be developed and maintained by a

public agency. A small caretakers unit could solve the policing problems, along with a change in recreational use of the site to a community garden, playlot, senior activity area, etc. As the facility exists, it would be better closed off.

In addition to neighborhood facilities, the nearby Marin Center provides informal picnicking, hiking, jogging and turf areas around a lagoon. The Marin Center lagoon area is a potential location for additional recreational facilities to serve Santa Venetia/Civic Center as well as the Merrydale, Los Ranchitos and Northgate East neighborhoods.

**Marinwood/Lucas Valley:** Marinwood/Lucas Valley, an unincorporated community of single family homes, is an area of older families. It is well served by four schools, two of which have been closed, the Lucas Valley Community Center and Marinwood Park. The two parks, owned and maintained by the Marinwood Community Services District and Lucas Valley County Service Area are exceptional facilities providing tennis courts, turf fields, swimming pools and playlots. Marinwood Park also has a recreation center, paved walking paths and picnic areas along Miller Creek. The schools are important to their immediate neighborhoods in providing sportfields, paved courts and playyards and are well used.

Miller Creek Middle School, which will remain open, has a track, gym and auditorium. Of the two closed schools (Mary Silveira and Lucas Valley), Mary Silveira is more highly rated for community use because of its major little league field and large soccer field. Lucas Valley School contains playfields. Dixie School, expected to remain open, is important in that its facilities are central to an existing neighborhood and nearly adjacent to the Lucas Valley Community Center, and because it provides the nearest public playfields to major planned low density residential areas along Lucas Valley Road. Nearly 400 additional homes may ultimately be developed west of the existing Marinwood neighborhood.

**St. Vincent's/Silveira:** Major new residential growth is eventually planned between the existing city limits of San Rafael and Novato east of Highway 101. The location and density of residential growth proposed by the General Plan indicates a need for at least two new park sites. It is important to incorporate desirable site features such as Bay view locations, tree groves, creeks, etc. into these public spaces. Park site locations would be finalized when master development plans are prepared for these properties.

### ***Role of School Facilities and Sites in Meeting Recreational Needs***

The role of schools in the provision of recreational facilities and land in San Rafael is a critical one. Many neighborhoods which lack neighborhood parks, or have parks inadequate in size for provision of varied activities depend heavily on neighborhood schools for satisfaction of certain recreational needs, particularly organized sports activities. Nearly all Planning Area schools provide significant sports facilities to their neighborhoods. Both high schools also provide specialized citywide facilities: gyms, swimming pools and free tennis courts largely unavailable elsewhere.

The City has long standing agreements with the School Districts to jointly maintain and operate playfields and other recreation facilities for community use. For example, it has a joint powers agreement with San Rafael School District to coordinate the community's use of all school playfields. The City also staffs multipurpose rooms and gyms at San Rafael High School from 3:00 PM to 10:00 PM daily. At both Glenwood and Don Timoteo Schools, City-maintained tennis courts are located on School District land. For several years the City has maintained and leased Bernard Hoffman field on an annual basis from Dixie School District. The County has a similar arrangement at McPhail School. Additionally, formal and informal arrangements exist between the School Districts and the City for maintenance and repair of some school playfields. The City Recreation Department operates day care programs at five schools. Such arrangements emphasize the importance of school facilities to the City's Recreation programs.



The importance of schools as recreational facilities is common in many cities. What makes their importance a matter of concern in San Rafael is that 7 of the 10 schools in Dixie School District, and 7 of the 15 schools in the San Rafael Elementary and High School Districts have been closed.

The San Rafael School Districts have sold two of their surplus school sites and may eventually sell additional surplus sites. Due to State bond financing, Dixie School District is more likely to lease its closed schools. When sites are sold, retention of existing recreational facilities will be a very important issue at many sites. Retention of recreation facilities may even be an issue with some lease arrangements. This is a fact that the districts recognize while trying also to maximize income from surplus sites.

Retention of school recreation facilities is important because the schools provide playfields, hardcourts and other facilities not otherwise available to their neighborhoods and community at large. Second, the schools have existing investments in recreation facilities that would be difficult to replace. Third, schools are often located on the only land left in the neighborhood which is suitable for intensive recreation facilities.

Responding to the surplus schools issue, the State passed the Naylor Bill (Education Code §39390 to §39404) which allows cities to purchase outdoor school recreation facilities at reduced prices. To qualify, the City or other public agency must have an adopted plan identifying portions of surplus school sites it desires to retain for recreational use.

The Naylor legislation is helpful in retaining school recreation facilities but is limited in scope. School gyms, multipurpose rooms, and the City's child care programs are also desirable to retain but do not qualify for purchase under Naylor legislation which limits purchases to:

land which is used for school playground, playing field or other outdoor recreation purposes and open space land particularly suited for recreational purposes.

Surplus school acreage within City limits that the City may wish to purchase through Naylor rights if the site is offered for sale are identified below. Acreage not designated for retention is property the City does not desire to purchase through Naylor rights. Purchase is a last resort and would be considered only if all other lease, dedication or joint maintenance agreements fail, or if it were the most economical option for the City. The City would not purchase schools outside city limits.

Closed school sites within the City limits which have not been officially designated "surplus" which the City may eventually wish to purchase through Naylor rights are also shown.

A priority listing of recreation facilities at all closed school sites in the Planning Area, based on the variety of facilities provided, the site's importance to City sports programs, and the site's importance in meeting neighborhood and other community recreation needs follows the tables mentioned above. Highly rated schools have a variety of facilities which are well used by the community. Lower priority facilities are of neighborhood importance but receive less community-wide use. This listing is to facilitate evaluation of potential purchases, negotiations for lease arrangements, etc. The City would consider purchase of sites within City limits only. However, if currently unincorporated areas are annexed to the City, the City would evaluate recreation facilities at schools in these areas in accordance with this listing. A list of schools expected to remain open is also included.

Maps A through G in the Appendix show the portions of City Schools identified in the tables. Naylor legislation requires that the City describe the general location of the portion of property it desires to purchase without designating metes and bounds. Maps A through H delineate recreation facilities on portions of school sites that the City desires to retain. These maps provide the property description for purposes of meeting the Naylor legislation; it is understood there is some room for negotiating other portions of the site where this would be beneficial to the City, school district and other interested groups and agencies.



Designation of certain school facilities for retention in the Recreation Element means the City will, if possible, attempt to secure those facilities for future recreation use if a site is to be sold. As soon as the school district decides to sell the site, the City and school district will need to work together to decide upon the most appropriate strategy to retain those facilities. If purchase is necessary, the City would ultimately have the responsibility for securing funding in a timely manner, with the help and cooperation of the districts and interested neighborhood and organized sports groups. Prior to any purchase, cost benefit studies would analyze the ongoing maintenance costs to the City.

### PLANNING AREA SCHOOLS EXPECTED TO REMAIN OPEN (1986)

Bahia Vista	Coleman
Davidson Junior High	Dixie (uninc. area)
Gallinas (uninc. area)	Glenwood
Miller Creek Middle School (uninc.)	Vallecito
Sun Valley	San Rafael High and/or Terra Linda High

### SURPLUS SCHOOL SITES (1986) WITH ACREAGE THE CITY MAY WISH TO RETAIN THROUGH NAYLOR LEGISLATION

Surplus School Sites	Total Surplus Acreage Within City Limits	Approximate Acreage Desirable for the City to Retain (% of Total)	
<i>San Rafael Elementary School District</i>			
Peacock Gap School Site	10.0	0	(.25 acre playlot reserved through subdivision approval)
Short School	1.0	0	(day care use does not qualify for Naylor purchase)
San Pedro School	7.28	3	(existing playfields and parking)
Hartzell School	10.0	0	(play lot reserved through subdivision approval)
<b>Total</b>	<b>28.28</b>	<b>3</b>	<b>(10.6%)</b>
<i>San Rafael High School District</i>			
Two lots adj. to San Rafael High School	0.5	0	
<b>Total</b>	<b>0.5</b>	<b>0</b>	
<i>Dixie School District</i>			
Bernard Hoffman Field	3.8	2.8	(existing playfields)
Don Timoteo	10.0	5.24	(playfields, hardcourts, parking)
Oak View	13.0	0	
<b>Total</b>	<b>26.8</b>	<b>8.04</b>	<b>(30%)</b>

**POTENTIALLY SURPLUS SCHOOL SITES WITH ACREAGE**  
**THE CITY MAY WISH TO RETAIN THROUGH NAYLOR LEGISLATION**

Potential Surplus Sites	Total	Approximate Acreage Desirable for the City to Retain (% of Total)	
San Rafael Elementary School District			
Laurel Dell Primary	1.2	0	
Laurel Dell Intermediate (Madrone)	1.0	0	
Total	2.2	0	
San Rafael High School District (only if either school is ever closed)			
San Rafael High	29.16	8.75	[football/track, playfield, swimming pool, parking](30%)
Terra Linda High	30.2	9.06	[tennis courts, playfields, access, parking](30%)
Dixie School District			
Santa Margarita	11.0	5-6	(playfields)
Nova Albion	10.38	0-1.0	[community garden site; may be dedicated as part of the development approval]
Total	21.38	6.4 (30%)	

# **PLANNING AREA PRIORITY LISTING OF SURPLUS OR POTENTIALLY SURPLUS SCHOOL RECREATION FACILITIES**

**Higher:**

San Rafael High School or  
football stadium/track  
playfields  
swimming pool  
tennis courts  
gyms  
parking

Terra Linda High School  
tennis courts  
playfields  
gym  
parking

Don Timoteo

playfields  
parking

hardcourts  
child care program

Santa Margarita

playfields

multi-purpose room

San Pedro

playfields

parking

Hoffman

playfields

Mary Silveira (unincorporated)

playfields

Old Gallinas (unincorporated)

playfields

Dixie (unincorporated)

playfields

McPhail (unincorporated)

playfields

**Lower:**

Hartzell

children's play area

Short

child care programs

Nova Albion

community garden

Lucas Valley (unincorporated)

playfields and tot lots

Oak View

playfields and tot lots

**Not Proposed for Retention:**

Laurel Dell Primary

Laurel Dell Intermediate (Madrone)



## SCHOOLS RATING MATRIX

School District	School	A	B	C	D	Total
SRHS	San Rafael High	3	3	3	+1	10
SRHS	Terra Linda High	3	3	1-2	+1	8-9
Dixie	Don Timoteo	3	3	1	+1	8
Dixie	Santa Margarita	2	2.5	2	0	6.5
SR	San Pedro	1	2	3	0	6
Dixie	Hoffman	1	2	2	0	5
Dixie	Mary Silveira	1	2	2	0	5
SR	Gallinas (old)	1	2	2	0	5
Dixie	Dixie	1	1.5	2-3	0	4.5-5.5
SR	McPhail	1	1.5	2	0	4.5
SR	Hartzell	1	0	2-3	0	3-4
SR	Short	1	0	1	+1	3
Dixie	Nova Albion	1	0	1-2	+1	3-4
Dixie	Lucas Valley	1	1	1	0	3
Dixie	Oakview	1	0	1-2	0	2-3
SR	Laurel Dell Primary	0	0	1	0	1
SR	Laurel Dell Int. (Madrone)	0	0	1	0	1

### LEGEND

- A Variety of important facilities provided on site or as part of complex (1= few; 3=many,significant)
- B Use of facilities by organized sports, other groups (0=no regular use; 1=light; 2=medium; 3=heavy, several groups)
- C Adequacy of other neighborhood recreational facilities (1=generally adequate; 2=marginal; 3=inadequate or lacking)
- D Contains unique or important community-wide public facility (+1)

## ***Funding and Other Implementation Tools for Recreation Facilities***

Increases in recreation demand, together with continuing reductions in government spending, will preclude the public sector from providing many needed recreational opportunities. Public costs for additional public park facilities can include new park development costs and generally include park maintenance and operation costs, liability, police patrol responsibilities, and emergency police and fire responsibilities. In San Rafael, the City Council has declined to accept public dedication of recreation facilities in some cases because of ongoing costs associated with them. Public funding opportunities, particularly for ongoing maintenance, operation and patrol, are limited. As a result, the private sector now accounts for half of all away-from-home recreation nationwide, and this share is expected to increase over the next two decades.

This section focuses on the most commonly used tools to acquire and maintain recreation facilities which are possible under State planning law. The following paragraphs also describe types of grant programs and other measures available to facilitate parks and recreation development and maintenance. To the greatest extent possible, these tools would be utilized and/or encouraged by the City to acquire, develop and maintain recreation lands and facilities identified in the Recreation Plan.

### ***Subdivision Map Act***

Before approving a proposed subdivision that fronts on a public waterway, stream or river, local governments are required to provide easements for public access to and/or along waterways (Government Code §6478.5).

Another Subdivision Map Act tool is the Quimby Act (Government Code §66477). This government code section allows local government to require parkland dedication, in-lieu fees, or a combination of both as a condition of approving a final subdivision or parcel map, provided that certain requirements are met. That is, the public recreation facility must reasonably serve the subdivision. The subdivision ordinance requirements and specific land dedication must also be in accordance with adopted standards in the Recreation Element of the General Plan.

### ***General Plan***

Development approvals must be consistent with the goals and policies of the City's General Plan of which the Recreation Element is one part. In this way, the City can secure public access and other reasonable recreation facility improvements as part of a development approval on a project where there is no subdivision of land. Also, the City commonly uses the development review process to cluster housing on portions of sites which are easier and more appropriate to develop in accordance with General Plan goals and policies, while maximizing the preservation of high value open space land. Similar trade-offs may also be used to gain planned recreation land.

### ***Design Review***

The San Rafael Zoning Ordinance requires design review of all commercial and industrial projects, some residential subdivisions and multiple family dwellings. Design review can promote a coordinated system of public plazas and walkways, as well as street parkway programs, view preservation, and other recreational amenities as part of a project approval.

### ***Sale of Surplus School Land***

Education Code §39363.5 requires that whenever surplus school land is sold, the first priority be given for parks and recreation purposes. Naylor legislation (Education Code §39390 et seq.) reinforces this priority by requiring that school districts first offer land for sale to public agencies. Through this legislation, the

City may purchase certain outdoor school recreation lands at reduced prices. The City must adopt a plan designating portions of land proposed for recreation open space purchase. Purchase is generally a last option if other methods of recreation facility retention are inadequate.

### *Taxes*

San Rafael enacted a "bedroom" tax for park development in January, 1972. In August, 1973 the City added an "industrial excise" tax for park development and maintenance. Current charges are \$127.50 per bedroom, 6¢ per square foot for industrial buildings, and a 12¢ per square foot for commercial buildings. These taxes cannot be raised, and revenues are minimal for park development and maintenance at today's prices. Revenues raised from the bedroom tax go into a special park development fund. Revenues generated by the commercial and industrial excise tax presently go into the general fund and are used for ongoing park maintenance and operation. A separate fund for the latter tax would insure that park maintenance is indeed what all tax dollars are used for.

### *Assessment Districts*

In Marin County, the use of assessment districts has been very successful in purchasing open space land. For example, 195 acres of open space and park land were purchased jointly by the Mont Marin Homeowners Association and the City. The Sun Valley Assessment District was also successful in purchasing (jointly with City and County open space funds) open space land in that neighborhood. This approach could also be used in purchasing and maintaining existing recreation facilities of neighborhood importance which may or may not be shown on the Recreation Plan. The City would encourage this approach, for example, to maintain portions of recreation facilities on lower priority school sites or sites not expected to be publicly owned.

### *Homeowner Association-Maintained Private Recreation Facilities*

An alternative to public construction and maintenance of recreation facilities is private homeowner group facilities. Cities are increasingly encouraging development of private recreation facilities in large condominium projects, particularly where public facilities are lacking or inadequate. Quimby parks dedication ordinances often allow developers credit for providing on-site private facilities. The drawbacks to this approach are that private recreation facilities tend to be small and provide only one or two recreation facilities such as a pool. Also, private facilities are needed in higher density residential projects to compensate for a lack of individual private open space. While private recreation facilities are helpful, they do not substitute for the need for large multipurpose neighborhood parks.

### *At-Work Facilities*

At-work facilities and employer-sponsored memberships in health clubs are attractive "perks" offered by some large employers to increase employee productivity and fitness. They also relieve recreation demand on limited public recreation facilities. Public development incentives could promote such facilities in limited instances.

### *Grant Programs*

1. **State and Federal Grants.** The availability and types of State and Federal grants are revised continually. Primary park funding programs have been the Roberti-Z'berg Urban Open Space and Recreation Program, and the California Parklands Act of 1980, which helped fund recent Albert Park renovations. Federal grant programs have been greatly reduced in recent years. However, the Community Development Block Grant Program, which primarily benefits lower income people, was



used by the City to help construct the Pickleweed Park Community Center. Another potential Federal grant program is the Land and Water Conservation Fund. In September of 1983, the City of Novato received \$150,000 Federal grant under this program to help purchase junior high playfields and a gym.

2. **Private Foundations.** The Buck Fund is a significant potential source of funds for acquisition of recreation facilities and development of recreational programs in Marin County. This source has provided funding for Pickleweed Park improvements including a community garden site and community center. The Fund has also provided money for youth recreation programs and field trips in southeast San Rafael through the Canal Community Alliance, and contributed to Albert Park renovation projects.
3. **Trust for Public Land.** The Trust for Public Land is a San Francisco based non-profit organization specializing in the conservation of land primarily for public recreation. An independent pre-acquisition department for government agencies, the Trust works with property owner, negotiates "bargain sales" and temporarily acquires the property. Savings received by the Trust in the form of a charitable gift of land value are shared with the government agency, which would then purchases the land from the Trust.
4. **Corporation and Service Organizations.** Recreation related corporate giving, amounts to about 1.5 billion dollars each year nation-wide. A local example of such an action is the donation of land by Fireman's Fund for construction of the YMCA sports complex in Terra Linda. Service organizations such as Rotary, Lion, Elks, etc., have also long been involved in raising funds for children's play equipment and other recreation facilities for public parks.

#### *Fees*

User fees are commonly charged for special Recreation Department run programs such as exercise classes and bus trips. Fees are also charged for entry to some County parks to offset operation costs. To accommodate those who cannot afford the fees, public agencies can provide "free days", scholarships for certain recreation programs, participation in programs in exchange for volunteer services, etc. Increased use of recreation user fees is being explored as a way to provide desired recreation activities or facilities. As such fees exist because of a lack of recreation funding ability, funds generated by these fees would need to be earmarked to maintain and operate public recreation programs.

#### *Cooperative Ventures*

Cooperative ventures are when public and private sector work jointly together to provide a recreation facility or service. Public agencies seek cooperative ventures because private enterprises can respond more quickly to recreation trends than public agencies; can offer specialized recreation services that a public agency can not justify delivering; and can start high risk ventures that most local agencies can not consider. There are many incentives a local government can offer to assure the profitable success of a cooperative venture such as free or low rent for publicly owned land or facilities; shared construction costs in exchange for an exclusive contract or franchise to operate the facility for a specified period; favorable purchase or lease arrangements; and other subsidies.

Marin County formed a public/private partnership to develop a water recreation facility at McInnis Park. Public funds generated by the joint ventures would be used to help maintain and operate other county park facilities.

### *Volunteerism*

Since Proposition 13, many communities have started volunteer programs to help maintain and operate park facilities and programs. Volunteers pick up litter, mow turf, as well as raise funds to buy parks and recreation items. Despite the many successes, such programs have run into problems when using volunteers. Long term reliability and insurance liability are common problems.

### *Nonprofit Corporations*

Some local agencies are fortunate to have nonprofit corporations help them carry out their park and recreation programs. Nonprofit corporations are officially recognized, incorporated, legal entities formed with a single purpose in mind: to help park and recreation departments in any way possible. Nonprofit corporations work closely with park departments and provide a wide range of both goods and services in the form of donations. Part of the attraction of the nonprofit group is that it can respond to park and recreation needs quicker, easier and sometimes cheaper than a governmental agency.

### *Gift Catalogues*

The City has published a gift catalogue that lists gifts the community would like to receive including several park and recreation items. Donations help augment City taxpayer dollars.







# **NATURAL ENVIRONMENT BACKGROUND**





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## **NATURAL ENVIRONMENT BACKGROUND**

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### **INTRODUCTION**

The purpose of the Natural Environment Background section of the General Plan is to identify environmental assets of the community and measures for preserving and managing those resources. This section of the General Plan includes the following parts:

1. State Guidelines and Requirements for Open Space and Conservation Elements
2. Background on Natural Environment
3. Vegetation and Wildlife
4. Climate and Air Quality
5. Water Quality
6. Mineral Resources
7. Scenic Lands and Waters
8. Open Space
9. Management and Use of Open Space Lands

Tremendous progress has been made in securing and protecting open space throughout the county since the 1972 open space bond measure was approved by voters. Fully one-quarter of land in San Rafael is secured open space. Considerable land in the City's unincorporated Sphere of Influence/Planning Area has also been secured by the Marin County Open Space District. Over four-fifths of the money from the 1972 bond measure has been spent to acquire open space. Thus, the City has largely met its initial objectives by securing 2,500 acres of open space within the City limits and almost 5,000 acres in the Planning Area. The Natural Environment portion of the Plan is intended to carry on those successes.

### **STATE GUIDELINES AND REQUIREMENTS FOR OPEN SPACE AND CONSERVATION ELEMENTS**

The Natural Environment portion of the General Plan combines two elements required by state law: Open Space and Conservation. The Open Space Element has been required as part of local General Plans since 1970. In enacting this requirement, it was the intent of the State Legislature to assure that cities and



counties recognize that open space land is a limited and valuable resource and to assure that every city and county will prepare and carry out an Open Space Plan.

Although it is required that all local development approvals, denials, or restrictions be consistent with the General Plan, this is given special emphasis for open space considerations. State Government Code §65566 requires that "Any action by a county or city by which open space land or any interest therein is acquired or disposed of or its use restricted or regulated . . . must be consistent with the local open-space plan." Government Code §65567 further requires that "No building permits may be issued, no subdivision map approved, and no open space zoning ordinance adopted, unless the proposed construction, subdivision or ordinance is consistent with the local open-space plan." State policy on open space land is as follows (Government Code §65561):

1. The preservation of open space land is necessary not only for the maintenance of the economy of the State, but also for the assurance of the continued availability of land for the production of food and fiber, for the enjoyment of scenic beauty, for recreation and for the use of natural resources.
2. Discouraging premature and unnecessary conversion of open space land to urban uses is a matter of public interest and will be of benefit to urban dwellers because it will discourage noncontiguous development patterns which unnecessarily increase the costs of community services to community residents.
3. The anticipated increase in the population of the State demands that cities, counties, and the State at the earliest possible date make definite plans for the preservation of valuable open space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations.
4. In order to assure that the interests of all its people are met in the orderly growth and development of the State and the preservation and conservation of its resources, it is necessary to provide for the development by the State, regional agencies, counties and cities, including charter cities, of Statewide coordinated plans for the conservation and preservation of open space lands.
5. An open space plan is necessary for the promotion of the general welfare and for the protection of the public interest in open space land.

To implement this policy, the State Government Code and the Office of Planning and Research have established guidelines for the open space issues to be addressed in general plans. The following citation from Government Code §65560 summarizes the intent:

Open space land is any parcel or area of land or water which is essentially unimproved and devoted to an open space use as defined in this section, and which is designated on a local, regional or state open space plan as any of the following:

1. Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.
2. Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.

3. Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value, areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails and scenic highway corridors.
4. Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, floodplains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

A Conservation Element has been required as part of local general plans since 1970 as well. The Conservation Element overlaps those categories of the Open Space Element that deal with "open space for the preservation of natural resources" and "open space for the managed production of resources". The following citation from the State Government Code §65302 (d) summarizes the intent:

A Conservation Element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. That portion of the Conservation Element including waters shall be developed in coordination with any countywide water agency and with all district and city agencies which have developed, served, controlled or conserved water for any purpose for the county or city for which the plan is prepared.

Conservation should prevent the wasteful destruction and neglect of San Rafael's natural resources, particularly scarce resources. The General Plan should recognize that natural resources must be maintained for their economic and recreational use as well as for their ecological value. This philosophy is consistent with the intent of the California Environment Quality Act (CEQA) and National Environmental Protection Act (NEPA).

## **BACKGROUND ON NATURAL ENVIRONMENT**

For general planning purposes the Planning Area can be characterized as having three main zones: the uplands (hillside and ridgelines), the valley floor and the bayside areas. Each area is characterized by unique scenic qualities, vegetation and wildlife habitat, safety concerns and development potential.

Much of the San Rafael Planning Area once consisted of tidal marshes, and some areas adjacent to the existing shoreline were historically part of the bay. San Rafael's early development occurred on the inland valley floors with subsequent growth occurring in the upland areas and into the historic marshlands which were diked, drained, and filled. Though initially regarded as wastelands, tidal marshes of the San Francisco Bay estuary have gained considerable human significance during the past 125 years. The monetary value of these marshes derives chiefly from their historical conversion to farmlands, salt ponds, and sites for commerce, industry, recreation, and residence. It has been estimated that approximately 95% of the San Francisco Bay estuary's tidal marshes have been leveed or filled since the Gold Rush.

Within the San Rafael Planning Area, tidal marshes once extended as far inland as Albert Park in Downtown San Rafael and Highway 101 in North San Rafael. Construction of levees altered the natural hydrology and provided areas for agricultural grazing in east San Rafael and in north San Rafael at Silveira/St. Vincent's. Portions of the existing tidal marshes along the Bay in northern San Rafael were created after 1860. It appears that these marshes were the unintended results of two human activities: construction of levees and jetties which promoted deposition of sediments; and hydraulic mining in the Sierra Nevada between 1853 and 1884 washed unprecedented quantities of sediment into streams which were ultimately deposited in the Bay. The marshes along the bay shoreline historically functioned as seasonal flood plains which contained the run-off of winter rains.



The surface hydrology of the Planning Area is divided into two major watershed areas. The northern watershed is the Las Gallinas Basin which includes Santa Margarita Valley and Lucas Valley. The southern watershed consists of San Rafael Basin which includes East San Rafael and several subwatersheds along the Point San Pedro Peninsula. These watersheds define major sub-areas within the larger San Rafael Planning Area.

## **VEGETATION AND WILDLIFE**

### ***Bay Biotic Resources***

The San Francisco Bay has regional significance as an aquatic resource habitat which supports numerous fish and shellfish populations. Sport and commercial fishes in the bay include striped bass, chinook and coho salmon, steelhead, sturgeon and the American shad. Two of the most abundant shellfish in the Bay today are the non-native softshell clam and the Japanese Littleneck Clam. While sufficient numbers of these clams exist for commercial harvesting, the California Department of Health has prohibited commercial shellfishing throughout the Bay. The Bay serves as a breeding and nursery area for the Dungeness Crab and also for fish spawning grounds and migratory routes.

### ***Wetlands***

There is growing recognition of the value of wetlands within the San Francisco Bay Region. Special efforts are being made to preserve, restore and enhance these communities. In addition to their habitat value for plants and animals, wetlands also provide for important recreation and open space needs. Diked baylands serve as recreational areas for nature study, hiking, jogging, biking, photography and bird-watching. Wetlands also provide flood control mitigation by functioning as retaining basins for stormwater runoff. They also help in the waste treatment of polluted water. Recent studies have shown that diked baylands have some water-cleansing properties related to the absorption of certain pollutants by marsh plants. Reduced levels of phosphorous, nitrogen, heavy metals and suspended solids have been found in urban run-off that flows through diked baylands.

Wetland environments include mudflats, tidal salt marshes, diked seasonal marshes, brackish or fresh water marshes and ponds. Wetlands are known for their habitat value, diversity and productivity. Mudflats support populations of algae, invertebrates, shorebirds and waterfowl. They are also used extensively by migratory birds following the Pacific flyway. Some of the plants commonly found in salt water marshes include: cordgrass, pickleweed, salt grass and brass buttons. The salt marsh habitat is utilized by many birds and waterfowl, including Common and Snowy Egrets, Great Blue Herons and Pelicans. Fresh water marsh plant species include sedges, tules, cattails and willows, which provide habitat for a wide variety of insects, amphibians, birds and mammals.

Many wetlands exist in the San Rafael Planning Area: they include St. Vincent's and Silveira property seasonal wetlands; Canalways seasonal wetlands; the Spinnaker lagoon and seasonal wetland; the 20 acre Tiscornia tidal marsh; the Bayside Acres tidal marsh; a 5 acre freshwater seasonal wetland in the California Park "Auburn horseshoe" area; the Glenwood School marsh; ponds and the 30 acre McNear's Quarry fresh to brackish marsh; wetlands near the Peacock Gap golf course; wetlands south and north of Point San Pedro Road west of Loch Lomond Yacht Harbor; a wetland at the Loch Lomond Yacht Harbor; a wetland on the Scettrini property; the Smith Ranch Road pond; the Contempo Marin marsh; Marin Ranch Airport wetlands; a wetland near the Mitchell Plaza office building in Northgate East; and tidal marsh areas on the north side of North San Pedro Road near /at China Camp Park.

Detailed mapping of diked seasonal wetlands was beyond the scope of the General Plan but may occur in any area which was historically marshland. Similarly, remnants of wetlands in and adjacent to drainage channels throughout the Planning Area are not shown on General Plan maps because of their limited extent and the scale of maps required. These types of wetland remnants occur throughout the valley



floors of San Rafael. Wetland maps published in 1986 by the U.S. Fish and Wildlife Service in conjunction with the National Wetlands Inventory provide the most complete mapping of various San Rafael wetland areas. These maps are available in the City Planning Department and are used in review of projects. The General Plan Major Biotic Communities Map GP-16 was based on information from the Fish and Wildlife Service Map.

### ***Grasslands***

The grassland community has a fairly broad geographic range within the Planning Area, and is commonly found on south facing exposed hillsides. It is comprised of two sub-classes of plant species: native perennial grasses, and exotic annual grasses. The early Californian grassland species were largely composed of perennial bunch grasses such as purple needle grass and blue bunch grass. Introduced grassland species include: red brome, wild oats, barley, wild rye and pampas grass. Hillside grasslands have particular value for both watershed and soil conservation. In addition, they provide habitat for numerous predatory and soaring birds (such as the red-tailed hawk and white-tailed kite), rodents, reptiles, amphibians, insects and mammals. Some of the mammals which utilize grassland habitats include rabbits, badgers, burrowing rodents, skunks, bats, coyotes and bobcats.

### ***Oak Savanna/Woodlands***

The oak savanna and oak woodland communities are closely related and are distinguished by the amount of tree coverage. Oak savanna is comprised of open grasslands with isolated or scattered oak trees. The oak woodland community, on the other hand, is comprised of 30% or greater tree cover, which may include coast live oak, bay oak, California bay, madrone and buckeye trees. The understory includes different herbaceous species such as miner's lettuce, wild iris, wild strawberry and grasses, depending on the amount of sun exposure. Common shrubs include California toyon and poison oak. The oak savanna and woodland communities provide habitat for diverse populations of insects, mammals, predatory and song birds. In addition to their wildlife habitat value, oak woodlands are important in soil development and watershed protection.

### ***Urbanized Areas***

Urban landscaping, as found in private gardens, city parks, street-tree plantings and private development sites, provides a rich visual amenity to the City of San Rafael. Landscaping is used to provide visual relief in the "cityscape," and to screen a variety of undesirable, but necessary architectural features such as trash enclosure boxes. In addition to its aesthetic value, urban landscaping affects microclimates (for example, by reducing ambient temperatures through shading) and storm drainage (by increasing the amount of pervious surface and reducing the amount of runoff). Urban landscaping in the Planning Area includes a diverse array of native, introduced and ornamental plants. This vegetation in turn provides habitat for songbirds, insects, amphibians and some small mammals.

### ***Riparian Areas***

Riparian plant communities are located along the banks of creeks, streams and swales and around the edges of seeps and ponds within the San Rafael Planning Area. They are water-dependent communities and include numerous species of trees, shrubs, grasses and wildflowers. Riparian areas are critical sources of water, food and cover for many species of birds, mammals, reptiles and amphibians, and may provide the only natural wildlife habitat and migratory routes in an otherwise urban setting. Riparian environments are particularly sensitive to bank erosion and seasonal changes in stream levels and provide natural paths for debris avalanches. Riparian environments evolve with the natural processes of periodic flooding, erosion and sedimentation. In an urban setting, riparian corridors have often been

restricted to artificial channels which are managed for flood control. However, riparian corridors can be retained and managed to be ecological, aesthetic and recreational resources to the community, continue to serve as migratory routes and habitat for wildlife, as well as provide for urban flood control needs.

## ***Agricultural Lands***

Some agricultural land uses are found in the northern sections of the San Rafael Planning Area. These areas are primarily devoted to horse, dairy and sheep grazing, and related forage production. Along with urbanized lands, agricultural lands are "disturbed" areas which have been subject to human modification. Cultivation typically reduces plant and animal diversity.

## ***Other Special Areas of Significance***

### ***Eucalyptus Groves***

Eucalyptus groves have been planted at various locations throughout the Planning Area. They are visually prominent elements in the landscape and serve as windbreaks. The eucalyptus is an introduced species that is not particularly compatible with the native flora. The tree litter inhibits new plant growth, decays slowly and poses fire hazard problems. Monarch butterflies use some of the eucalyptus groves as an over-wintering ground from mid-October through mid-March. One of these groves is located in the Peacock Gap neighborhood on a ridge north-east of San Marino Court.

### ***Redwood Groves***

Limited Redwood groves are typically found within the San Rafael Planning Area in north facing swales and valleys which contain natural seepage or springs. Examples include:

- Los Ranchitos hillside
- Gerstle Park hillside
- West End canyons and hillsides
- Meyer Road at the end of "C" street
- Upper Irwin Street
- End of Mountain View Avenue and other isolated areas of Black Canyon
- China Camp/Santa Venetia hillsides
- Coleman Drive

### ***Marin Islands***

The Marin Islands represent a separate and unique environment within the Planning Area with a particularly high habitat value given their physical isolation and proximity to the wetlands of East San Rafael. The West Marin Island is a significant bird rookery in the San Francisco Bay.

## ***Threatened and Endangered Species***

The state and federal governments have established lists of threatened and endangered species based on scarcity of numbers, reduction of habitat or range, overutilization, disease or predation, jeopardy to reproduction and inadequacy of regulatory protections. Both the state and federal government use the term "endangered" to denote species in greatest danger of extinction. "Threatened" is a lessor category. Both the federal and state governments also have lists for species which may be elevated at a later date to endangered or threatened status. The state's also monitors "species of special concern" which are species whose populations are decreasing.

The state has further designated vulnerable habitat types in California. The Northern Coastal Salt Marsh is rated "rare and endangered." Significant marsh habitats exist at the mouth of the Gallinas Creek and northwards along the bay and in the East San Rafael area at the mouth of the San Rafael Creek and south. Two rare and endangered species, the Salt Marsh Harvest Mouse and Point Reyes Bird's Beak, are directly dependent on salt marsh habitat and appear to have become endangered through the diminishment of the habitat.

The Threatened and Endangered Species map locates the general extent of salt marsh habitat, all federal/state threatened and endangered species including birds sighted in the area, two "candidate" plants and one plant "of special concern". For clarity of reading, the map does not illustrate the numerous birds "of special concern" which frequent the area for hunting, resting, migrating or foraging but are not known to nest in the San Rafael Planning Area. The following is a short list of Federal and State Endangered, Threatened and candidate species in the San Rafael Planning Area:

### *Birds*

#### *Rallus longirostris obsoletus*

##### **California Clapper Rail** (State and Federal Endangered)

- Sighted at mouth of San Rafael Creek and marshes of Gallinas Creek and San Pablo Bay

#### *Laterallus jamaicensis coturniculus*

##### **California Black Rail** (State Threatened)

- Sighted south fork of Las Gallinas Creek and mouth of San Rafael Creek

#### *Pelecanus occidentalis californicus*

##### **California Brown Pelican** (State and Federal Endangered)

- Sighted in lagoon, flood basin and bay off East San Rafael

#### *Falco peregrinus anatum*

##### **American peregrin falcon** (State and Federal Endangered)

- Sighted in Northgate East area at McInnis Park and Gallinas Creek

### *Plants*

#### *Cordylanthus maritimus - subspecies Palustris*

##### **Point Reyes Birds Beak** (Federal Candidate)

- Grows in salt marsh at Buck's Landing, Gallinas Creek. Probably exists in East San Rafael salt marsh

#### *Pentachaeta bellidiflora*

##### **White Rayed Pentachaeta** (Federal Candidate)

- Grows on San Quentin Ridge in shallow rocky soil



## *Rodents*

### *Reithrodontomys raviventris*

#### **Salt Marsh Harvest Mouse** (State and Federal Endangered)

- Salt marsh habitat at Las Gallinas Creek and Tiscornia marsh; Civic Center North project site and levees of the Marin Ranch Airport site; Spinnaker-on-the-Bay and Canalways project sites in East San Rafael

## **CLIMATE AND AIR QUALITY**

The San Rafael Planning Area is subject to a Mediterranean, or a dry summer, sub-tropical climate with moderately wet winters. In recent years the annual average rainfall for the area has been higher than the historical average (50.6 inches for 1980-1983 as compared to 36 inches per year for the 108 year average). The prevailing wind pattern in San Rafael is a summer northwesterly wind which averages 15-20 miles per hour. The local wind pattern is characterized by daily reversals or changes in wind direction and speed. In general, there is a relatively high frequency of light winds throughout the Planning Area. Different micro-climates exist within the Planning Area due to local geographic and topographic conditions.

### ***Existing Air Quality Conditions***

Historically, air quality conditions within the San Rafael Planning Area have been relatively good, with infrequent violations of air quality standards. Over the past five years, the air quality standards for ozone, carbon monoxide, nitrogen dioxide and sulfur dioxide were not exceeded. In 1984, however, the amount of ozone recorded almost reached the federal primary standard (11 pphm as compared to 12 pphm in a 1-hour averaging time). Ozone levels are primarily related to emissions from vehicular traffic.

In 1982, the state standard for particulates (100 micrograms per cubic meter in a 24-hour averaging time) was exceeded three times. However, the federal primary standards which represent an annual average of particulates (75 micrograms per cubic meter annual geometric mean) have not been exceeded. Sources of particulates include construction activity, vehicular traffic (tail-pipe emissions and resuspension from roads) and industrial point sources. The San Rafael Rock Quarry is the only major point source of particulate emissions in San Rafael.

In general, the relatively clean air quality in the Planning Area is attributed to a lack of major point sources in the immediate vicinity, and an upwind location from the South and East Bay emission sources. Vehicular traffic emissions are the main source of air pollutants in the San Rafael area.

Despite San Rafael's track record for clean air quality, its atmospheric pollution potential may be fairly high due to local topographic and climatological features. High summer temperatures in combination with clear-sky conditions, which commonly occur in San Rafael, are conducive to the formation of photochemical pollutants such as ozone. The high frequency of low wind speeds limits the dispersal or dilution capacity of the atmosphere. This problem is compounded by the fact that light wind speeds are commonly associated with low-sun and no-sun periods, which in turn coincide with peak hour traffic emissions. The daily reversals of wind direction and speed characterized by a daytime up-valley and nighttime down-valley air flow pattern also contribute to potential pollution build-up. Finally, the hilly terrain in the region creates physical barriers to wind flow currents, resulting in pockets of higher pollutant concentrations than might exist with a flat terrain.

## ***Air Quality Regulations***

Air quality is regulated at the federal level by the Environmental Protection Agency (EPA) and at the state level by the California Air Resources Board (ARB) and the Bay Area Air Quality Management District (BAAQMD). The BAAQMD monitors air quality in the Planning Area through its ambient air monitoring station at 534 Fourth Street in Downtown San Rafael. The station is equipped to measure ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide and particulates. The District also has permit authority over certain types of facilities which include, but are not limited to, the following: dry-cleaning plants, service stations, research and development facilities, land fills, sewage treatment plants and industrial plants.

## ***Sensitive Receptors in the Planning Area***

The most important reason to set air quality standards is to avoid adverse health impacts to the most sensitive members of the population. The term "sensitive receptor" refers both to sensitive population groups (children, senior citizens, and acutely or chronically ill people) and to the facilities where these groups of people reside or spend a substantial amount of time (schools, playgrounds, child care centers, residences, retirement homes, convalescent homes, hospitals and clinics).

Several sensitive receptors are located in the Planning Area. The receptors most likely to suffer from elevated pollutant concentrations from local sources are children attending the Coleman school located near Belle Avenue. This school is within 500 feet of Highway 101, where elevated CO concentrations could occur during peak-hour traffic. High CO levels are even more likely when high traffic volumes and low traffic speeds coincide with adverse meteorological conditions, such as those that occur during midwinter late afternoons and evenings.

Other sensitive receptors include Davidson Middle School near Lindero, located about 1,200 feet from the freeway; the San Rafael High School, located about 1,500 feet from the freeway; and Miller Creek School near the intersection of Las Gallinas and Miller Creek. It is unlikely that motor vehicle pollutants would disperse more than 1,000 feet from a major traffic source under worst-case meteorological conditions, so it is therefore unlikely that these receptors would suffer from traffic-related pollutant impacts.

In addition, the Kaiser Hospital is located in the area east of Highway 101 and south of Freitas Parkway. It is sufficiently far from the freeway to avoid substantial impacts from that traffic source, but pollutant levels at the hospital may approach levels at the intersection of Freitas and Las Gallinas. The proposed location for the Ross General Hospital is along Smith Ranch Road near its intersection with Redwood Highway; this hospital would have pollutant levels approaching those modeled at that intersection.

Elevated concentrations of air pollutants can have adverse health effects on humans; these effects are more likely to be found in sensitive receptors. High concentrations of ozone produce eye irritation and impair respiratory function. Elevated concentrations of CO impair oxygen transport in the bloodstream, aggravate cardiovascular disease, impair central nervous system functions and cause fatigue, headache, dizziness and confusion. Long exposure to high TSP concentrations can interfere with respiratory function and, in combination with atmospheric sulfur dioxide (SO<sub>2</sub>), can produce acute illness.

## **WATER QUALITY**

Urban runoff typically contains pollutants such as petroleum hydrocarbons, heavy metals, suspended solids, trace elements, and floating refuse. Water quality is seasonally variable. The worst water quality typically occurs during the dry summer months of August and September, while the highest quality occurs during the winter months when runoff is high. The EPA is planning to regulate urban runoff by defining storm water point sources and requiring permits effective July, 1989.



Current water quality information does not exist for surface waters in San Rafael. It is known, however, that the coliform bacteria count in the San Rafael Canal has been well above Department of Health and Safety standards for human contact. There are many factors contributing to the high coliform bacteria level found in the Canal. The major sources of contamination are believed to be wildlife and domestic animal wastes in runoff and private broken sewer lines. However, no single source of pollution should be considered the major cause of excessive coliform levels in the Canal.

## **MINERAL RESOURCES**

Mineral resources in the San Rafael Planning Area are limited to non-metallic construction materials such as gravel and stone. Only one rock quarry is currently in operation. This is the San Rafael Rock Quarry, located near Point San Pedro. In use since 1876, the quarry produces crushed rock, aggregate, rip rap, bricks, and building blocks. The "blue rock" sandstone quarried here is of regional significance given its high quality and use in the Sacramento-San Joaquin Delta, etc.

Smaller quarries once operated in other parts of the City. The 29-acre Forbes Quarry operated from 1893 to 1974 in a 200-foot thick deposit of red chert. It was located at end of Quarry Road, northwest of the Downtown area. The historical Hotaling Quarry was located at the south end of Clark Street. It began operations in 1890 but was abandoned some years ago and is now overgrown with vegetation.

Suitable quarry rock is difficult to find within the San Rafael Planning Area, and it is very unlikely that any new quarries or mineral resources will be developed once the operations at Point San Pedro cease.

## **SCENIC LANDS AND WATERS**

### ***Uplands (Hillsides and Ridgelines)***

The combination of upland hills, valleys and valley floor, marshes and shoreline, and the bay create a particularly scenic environment for San Rafael. Although much of the upland area is secured as open space, even areas developed with residences generally provide a scenic backdrop as viewed from the valley floors due to a relatively low density of development in upland areas, the size and scale of residential structures and the heavy vegetative cover which screens residences and provides a natural appearance. Additionally the ridgelines act as important community and neighborhood separators, which enhance the sense of identity within various neighborhoods and reduce the sense of high density/urban development.

### ***Baylands and Waters***

The upland portions of San Rafael have good views of the bay and shoreline. From Point San Pedro south to Point San Quentin, visual features include the bay, Marin Islands and the Richmond/San Rafael Bridge. Visual access to the waterfront from major roadways is not generally available except from Pt. San Pedro Road, from Highway 101 at St. Vincent's/Silveira, and from elevated sections of 101 at and south of Downtown.

### ***Scenic Landmarks***

Several natural features in the Planning Area provide important scenic landmarks which help define the urban areas of San Rafael and deserve special attention and preservation. These include Big Rock Ridge which generally coincides with the northern boundary of the Planning Area; the Terra Linda/Sleepy Hollow Divide; San Quentin Ridge which coincides with the southern boundary of the Planning Area; San Pedro Peninsula; Puerto Suello Hill; San Rafael Hill; Gallinas Creek; San Rafael Creek; and the Marin Islands.



Downtown San Rafael and much of the area south of Puerto Suello Hill maintains a strong visual relationship with Mt. Tamalpais as a visual focal point to the south.

## **OPEN SPACE**

### ***History of Open Space Acquisition in San Rafael***

There are 2,535 acres of open space within the city limits of San Rafael, or approximately 25% of the City's land area, which are owned in whole or in part by the City of San Rafael. There are almost 5,000 acres of secured open space within the entire San Rafael Planning Area (which includes the City and surrounding unincorporated areas). This constitutes 25% of the Planning Area. A voter approved Open Space Bond Issue in 1972 raised approximately \$2,250,000 for open space acquisition. About \$437,000 remains, although approximately \$125,000 to \$200,000 of this amount has been committed for improvements to the Shoreline Park. The funds have been combined with other funding sources to secure open space within the City and the surrounding area. All properties secured have been accomplished by joint efforts with other agencies or special assessment districts.

The Marin County Open Space District was also created in 1972 and was given the power to levy a tax of up to 10¢ per \$100 of assessed property value to acquire and maintain open space, park and recreational lands. Terra Linda hills open space was acquired in a joint venture with the Open Space District. The District also owns open space in unincorporated areas within the San Rafael Planning Area.

Historically, the City's open space acquisition objectives have been to:

1. Maintain undeveloped ridgelines and preserve attractive visual backdrops
2. Secure important hillside and dividing areas of community-wide and neighborhood significance
3. Secure valuable wetlands and marshes for the preservation of wildlife habitat.

### ***Criteria Established to Rank Open Space***

In December, 1973, the City Council appointed a Citizens Advisory Committee to devise criteria for open space lands which could be selected for acquisition. Five major criteria, each with its own components, were chosen. Generally, sites with outstanding greenbelt value or environmental resources were favored by this ranking procedure.

In November, 1981, the Planning and Parks and Recreation Commissions prioritized remaining open space areas for acquisition. Two categories were established; "Areas of Community-Wide Significance" and "Areas of Localized Neighborhood Influence." The criteria to rank open space were updated to include the following:

1. Environmental issues (specifically geology and hydrology)
2. Aesthetics (visual backdrop or edge, unique site features, shorelines/ridgelines)
3. Importance to the community as a whole and to adjoining neighborhoods
4. Proximity of other open spaces
5. Recreation potential
6. Accessibility

7. Development potential
8. Matching Funds potential

Since 1972, when the county open space bond measure was approved, certain policies and methods have been established by the City for preserving open space. These include the following:

**Ridgeline Preservation.** The City emphasizes ridgeline preservation in the existing General Plan; and has secured ridgeline preservation in the Oakwood (Felton) subdivision along Gerstle Park Ridge and other projects.

**Bay Access and Marsh Preservation.** Accomplished through the approval of the Seastrand, San Pedro Cove and Spinnaker subdivisions by City and Bay Conservation and Development Commission (BCDC) requirements.

**Dedication of Open Space.** Requiring public dedication of land as a condition of approval for development. This was accomplished with approval of the Smith Ranch Master Plan, Oakwood, Victorian Glen, Meadow Oaks, Peacock Gap projects and many other smaller projects.

**Shoreline Band.** The East San Rafael Urban Design Plan and Policy Statement in conjunction with state policies for the Bay Area requires preservation of a 100-foot wide band for public access along the shoreline from Murphy's Rock to the Marin Rod and Gun Club. Dedications have been required of subdivisions such as Spinnaker Point, Bayview Business Park and Bay Park.

**Open Space Easements and Scenic Restrictions.** Easements were first adopted in 1973. They allow for significant property tax reduction for homeowners who choose to establish 10 to 20 year protective open space or scenic easements over their property. Easements have been used in the Country Club and Gold Hill areas.

**Assessment Districts.** Homeowners share acquisition costs. This was done in Sun Valley and Mont Marin, San Rafael Park and other areas of Terra Linda.

Each of these open space preservation methods has worked successfully but some have worked better than others. There is no way to generalize which is the best method in all cases because it depends on available funding, the characteristics of the specific site and the uses intended for the land. Open space secured solely for scenic reasons can remain in private ownership. Where greater public access and use are needed, public ownership may be desirable.

The assessment district process was successful in securing open space in the Terra Linda and Mont Marin areas during the 1970's. At that time, the districts were formed with financial support from the City, County Open Space District and property owners. The most recent neighborhood assessment district was formed for purchasing the Sun Valley Slope in the Neighborhood 13 (Sun Valley-Rafael Highlands) area. In this case, the assessment district process was successful but very cumbersome and time consuming. Additionally, since the City became the owner "in fee", the City is also burdened with any potential liability. Given that there are several landslides on the Sun Valley Slope, repair of these slides is necessary and costly to the assessment district and to the City.

## OPEN SPACE INVENTORY

Below is a summary of preservation efforts that have been completed since 1972 as a result of the open space bond issue:

**Mont Marin.** The homeowners association formed a special assessment district to finance the acquisition of adjacent open space. Half of the purchase price was contributed by the City. The City's contribution was \$214,000.

**Terra Linda Valley.** The Pinto Ridge, Nunes Ranch and Fireman's Fund Hill was secured with \$500,000 of bond funds and Marin County Open Space District and special assessment district funds.

**Oakhill.** Purchased with joint City and Marin County Open Space District funds. The City contribution was \$450,000.

**San Rafael Hill.** Dollar Estate purchased with joint funds from Marin County Open Space District. The City contribution was \$50,000.

**China Camp.** The City contributed \$92,500 for securing China Camp. County and state funds were also utilized.

**Country Club/Loch Lomond.** A ten-year scenic restriction easement was established over 49 acres of hillside property above Country Club.

**Pickleweed Park.** The City contributed \$185,000 for the purchase of this property.

**Bret Harte Ridge.** With joint funds from the Marin County Open Space District the City acquired two parcels adjacent to Lynn Court and Irwin Street. The City's contribution was \$63,400.

**Gerstle Park.** The City contributed \$108,500 to joint acquisition of 6 parcels at the end of Clark Street.

**Sun Valley Slope.** The purchase of the Sun Valley Slope was accomplished with City funds and funding from the Marin County Open Space District and the formation of an assessment district.

**East San Rafael Wetlands.** The City contributed \$200,000 for the preservation and enhancement of valuable wetlands in the East San Rafael area. Other funding sources included a property owner-formed assessment district, funds from the Marin County Open Space District and The San Francisco Foundation.

Additional open space areas have been secured through a combination of a reduction in price and cash paid by the City, such as Barbier Open Space, or through dedication as part of the development review process. Of the eight areas identified by the Planning and Parks and Recreation Commissions in 1981 as being of significant open space value, only five remain unsecured. These are Gerstle Park Ridge, Bret Harte Ridge, East San Rafael Wetlands, Canalways/Holiday Magic Wetlands, and Gold Hill/Country Club.

1. **Gerstle Park Ridge.** This approximately 1.84 acre parcel is above Hillside Avenue and Westwood Drive. Access is very limited and questionable. It may not be beneficial for City to invest in a parcel of this size. The slope restrictions limit development potential of the site. It should be noted that contiguous parcels have common ownership and the subject property is part of a subdivision recorded by property transfer in 1972.
2. **Bret Harte Ridge.** This property totals over 29 acres immediately adjacent to Irwin Street. The steep hillside is heavily vegetated with limited development potential due to geologic hazard. Property is adjacent to Bret Harte Park and other secured open space. The site has community wide visibility and potential for matching funds with the County Open Space District. There is also a strong interest by the homeowners groups to maintain the open space status of this property.
3. **East San Rafael Marshland.** This property was ranked medium to high by the Parks and Recreation Commission. The property is a portion of the shoreline and is part of the Shoreline Band access. Environmental factors are strong points for preserving the property since much of this seasonal



wetland serves as feeding ground for shore birds. The wetland areas are also under the jurisdiction of the Army Corps of Engineers. Matching funds could be available through the County Open Space District, Coastal Conservancy and other agencies.

The Bay Conservation and Development Commission (BCDC) also has partial jurisdiction over the property and would require access opportunities along with preservation of wildlife areas as a condition of any required permit. The City certified an Environmental Impact Report for the Spinnaker on the Bay project which concluded that filling of the lagoon or wetland would be a significant adverse effect.

4. **Canalways/Holiday Magic Property.** This property is approximately 80 acres of seasonal marshland subject to U.S. Army Corps of Engineers jurisdiction. Seasonal wetlands provide important feeding ground for migratory shorebirds. The site is also a habitat for the salt marsh harvest mouse, a federally designated endangered species. This property is particularly important due to its relatively large size. A development plan proposal has been submitted to the City which involves residential and commercial uses and an extension of the Shoreline Band. Approximately 53.5 acres is proposed to remain as marsh habitat with 44 acres of controlled salt marsh adjoining the City's drainage pond. The applicants contend that this is adequate to compensate for the habitat lost to development and the maximum open space/habitat area which they can preserve due to the economic value of the property and costs imposed by the drainage assessment district.

Review by State Biologic experts suggests that the 53.5 acres of open space will not be sufficient to maintain the significant habitat value of this site. The Army Corps of Engineers recently denied a Fill Permit request for the property. In addition to dedication, open space and wildlife area could be acquired through sources such as Coastal Conservancy and the County Open Space District. These sources may require City funding.

5. **Gold Hill/Country Club.** The Country Club parcels are very highly visible from much of the community and from both Highways 101 and 17. There is potential for joint funding with the County of Marin because of adjacent open space and ridgeline preservation policies. Although passive recreation potential is possible through trails/paths to adjacent open space, the Parks and Recreation Commission has given the property a very low recreation ranking. AP 186-520-11 & 06 are under a ten-year scenic restriction. There is limited development potential on some of these parcels.

The properties identified above are those sites that have been highly ranked for City participation in open space acquisition. There are a number of sites that have open space value but because of limited development potential or specific wildlife or environmental constraints, the City would not participate in acquisition. These properties are identified in the following chart.

## OPEN SPACE PARCELS HIGHLY RANKED FOR CITY PARTICIPATION IN OPEN SPACE ACQUISITION

Neighborhood	Parcel #	1974 Citizens Assessor's Rank	Advisory Committee Comments
Gerstle Park Ridge	12-081-07, 12-121-03	1	Limited development potential
Gerstle Park Ridge	12-031-06	1	Limited development potential
Sentinel Court	12-031-21	1	Limited development potential
Gerstle Park Ridge (Upper Toyon)	12-272-01	1	Access is questionable
Bret Harte Ridge (Meyer Rd, end of C St.)	12-291-15,16,17	1	Visual backdrop, limited development potential
San Quentin Ridge	18-180-48	4	Community-wide visual significance limited development potential
Pell Hill	178-061-01	3	Visual backdrop, limited development potential
Tiscornia Marsh	9-142-01	4	Environmentally valuable, wildlife habitat area
West Marin Island	9-142-02	4	Environmentally valuable, wildlife habitat area

Source: San Rafael Planning Department, 1986

The most recent inventory of potential and secured open space lands and the priority listing are provided in the General Plan Appendices. They are identified in the "Open Space Priority Matrix" and in the "Inventory List of Potential Open Space".

There are several properties in the unincorporated Planning Area which also should be evaluated for aesthetic and habitat values which should be preserved. These include:

1. Daphne-Bacciocco Property
2. Silveira/St. Vincent's Properties
3. Ridge Areas in Upper Lucas Valley (Big Rock Ridge-Lucasfilm Property)
4. San Rafael Rock Quarry

The County of Marin Open Space District also prioritizes land for open space acquisition and preservation. The County actually identifies potential open space land in two categories: Priority "A" areas contain open space acquisition projects "in progress"; Priority "B" areas are areas of interest for new open space projects. The County's 1986 "shopping list" includes Big Rock Ridge in Priority "B".

The County presently uses the following criteria for assessing land for potential open space acquisition:

1. Fee acquisition projects should be identified in the Environmental Quality Element (Map 2) of the Marin Countywide Plan or other adopted general or specific plan.
2. Projects should have the general support of the local jurisdictions within their sphere of influence.
3. Acquisition of lands should be undertaken only for projects of District-wide significance.

## MANAGEMENT AND USE OF OPEN SPACE LANDS

### *Purpose of Open Space Management*

The purpose of open space management is to preserve and maintain open space for use by the public, and to ensure that these areas will be kept as close to their natural state as possible, without presenting a hazard to public safety. The City is responsible for maintenance and patrol of open space areas in the City and the General Plan contains policy and an implementing program noting the need to prepare an overall Open Space Management Plan. Open space management has significant cost and potential liability concerns for the City. The Open Space Management Plan must also address a wide range of issues, including:

1. **Multiple Jurisdictions and Joint Agreements.** All adopted open space plans from involved jurisdictions should be consulted for consistency of policies. Responsibilities and liabilities should be ascertained.
2. **Land Use Policies in Open Spaces.** Specific land uses permitted in open space areas may be enumerated; as well as prohibited and discretionary uses.
3. **Geology and Soils Concerns.** Some open space areas may have soil and geology characteristics which pose higher public safety hazards than others. For example, repair of slide areas may be necessary to ensure public safety. Conversely, access to open space areas with slide potential could be limited to reduce public risk and property damage.
4. **Fire Protection Concerns.** Currently, some open space areas are closed during fire season to reduce the risk of fires. High potential fire areas should be identified and measures taken to mitigate dangers. Maintenance of fire roads and the planting of fire resistant plants near open space boundaries are examples of fire prevention strategies.
5. **Vegetation & Wildlife Preservation.** In some cases, programs may be needed to ensure the preservation of plant and animal habitat. Because of grazing pressures and climatic factors, many tree species in open spaces are unable to regenerate. Long-term replacement of trees by management programs may be needed. Animal wildlife is also susceptible to harm through habitat destruction and overgrazing. For example, sheep can be harmful grazers, because unlike cattle, they eat roots as well as above-ground foliage. Sheep can gradually denude an area of vegetation, causing serious erosion and flooding problems.

### *Existing Use of Open Space*

Activities such as walking, hiking, and enjoying nature are the most common recreational uses of open space areas. There are no formal picnic areas and few designated trails or signs identifying open space areas. The Terra Linda Open Space area is used for sheep grazing as part of the City's fire prevention program. In the past, the Recreation Department has sponsored classes and nature walks in open space lands.

Various illegal and/or nuisance activities may also take place on open space lands, including drinking, vandalism, dirt biking, and dumping. Because of fire danger, some open space areas are closed in the summer and public use restricted.

### *Existing Policies For Use of Open Space Lands*

Existing City policies on the use of open space have been established over time from a number of sources. The Open Space Bond Measure approved by San Rafael voters in 1972 stated that the funds would be used for "the acquisition of 'open space' or 'open area' for the use and enjoyment of the citizens



of San Rafael." The San Rafael Open Space Ordinance (Chapter 19.10 of the Municipal Code) permits two general types of uses in open space areas:

1. **Conservation and Education Uses.** Including nature trails, interpretive exhibits, day camps, and nature study areas;
2. **Recreation Uses.** Including hiking, riding, photography, painting, picnicking, and scientific study.

Several open space areas in the San Rafael Planning Area are owned or jointly managed by the City and the Marin County Open Space District. In such cases, the use policies established by the District must be considered. Below is an excerpt of the Open Space District's use policy:

Allowable uses of the open space areas shall be restricted to those uses having no impact or a minimal impact on the natural environment. The use of existing fire roads for horseback riding and hiking is considered a primary use of the open space areas. Pedestrian and equestrian access to these areas should be provided wherever possible and reasonable; however, it is considered desirable to have several minor access points to open space areas as opposed to a few larger concentrated or developed trail-head facilities. The intent is to serve the people in the adjacent communities, but not attract large numbers of visitors by automobile from other areas to utilize the open space.

### ***Open Space Management Responsibilities of Various City Departments***

Generally, management needs can be broken down on a seasonal basis.

**SPRING:** Fire Protection (disking, mowing, grading)  
Weed Control  
Monitor grazing  
Ranger patrol

**SUMMER:** Fire Protection (some areas closed)  
Weed Control  
Ranger Patrol

**FALL:** Fire Protection  
Maintenance of Drains and Culverts  
Ranger Patrol

**WINTER:** Maintenance of Drains and Culverts  
Ranger Patrol (if necessary)

The specific responsibilities and concerns of the various City departments involved in open space management and use are summarized below.

#### ***Public Works Department***

Currently, the Public Works Department maintains sheep for weed abatement in some open space areas. The only other service demand is reactive, such as in response to slides or drainage problems. A wetlands management plan is currently being developed for the East San Rafael wetlands which will specify new maintenance requirements for public works.

Upland open space areas make minimum service demands on the Public Works Department and are essentially limited to drainage/slide response. Residentially developed areas have greater service demands which include street sweeping, storm drain maintenance, streets maintenance (paving) and street light maintenance. Public parks create greater service demands than open space areas or

residential areas including lawn and landscape maintenance, irrigation system maintenance, litter patrol, repair of equipment and facilities, and vandalism. A key difference between open space maintenance and residential or public park maintenance is that open space maintenance demands are new service requirements which require new programs or staff, whereas additional residential or parks maintenance represent incremental increases to existing programs.

Open space areas with geologic hazards (such as Barbier or China Camp) are especially problematic. Steeper slopes, higher elevations, and limited accessibility for service crews present problems. Other problems have to do with use of open space, drainage from open space, and fire hazard abatement. Public Works staff had received complaints that sheep used to reduce fire fuel load eat wildflowers.

Public Works staff have identified a trend of increasing City responsibility as a property owner, particularly with respect to drainage, geology and fire abatement. Further, City maintenance crews have not increased commensurate with increased open space service and maintenance demands. Additional open space maintenance responsibilities will require commensurate provision for increased maintenance staff.

### *Police Department*

Open space areas have been viewed more as a scenic backdrop to the community rather than active recreation areas so that service calls have been relatively low for the Police Department. Currently, the City has a ranger who divides time between open space and marine patrol. The main objective has been to keep motorcycles out and keep other illegal uses to a minimum. Police accessibility to open space areas has been a problem for patrol where the terrain is rough and the slopes steep. Aside from regular patrol, the Police Department responds to complaints.

Open space areas generate fewer service calls than parks or residential areas mainly because of limited use. Both park areas and residential areas generate "people problem" calls. These include assaults, robberies, rapes, disturbances, lost and injured people. Residential areas also generate "property problems" such as theft and domestic disputes. Residential land uses have better surveillance, access, and circulation than parks. Lack of surveillance and perception of parks as "safe" areas may make individuals more vulnerable to crime in parks. Vandalism is more of a problem in parks than in residential or open space areas because open space areas do not have improvements. Increased usage of open space areas could generate the need for specialized equipment and training in the Police Department. Specialized equipment could include off-road or rough terrain vehicles, specialized rescue equipment, such as for rock climbing, or other equipment. Specialized training could include search and rescue training, rock climbing, or other specialized techniques.

Open space areas which are heavily used (such as the Black Canyon area) generate more calls than lower usage areas. Therefore, use rather than topography creates problems. The Police Department has not noticed any particular trend over time in open space service demands because usage has been low. Service demands vary seasonably along with usage. Any increased usage, particularly through signing or provision of parking lots, will generate service calls. There is also a potential for conflict with residential areas at trail heads because of problems such as parking, trash, or disturbance.

### *Fire Department*

The Fire Department responds to wildland fires regardless of whether the land is privately or publicly owned. Public ownership has created problems in that it has not provided the fuel load reduction that typically occurred through grazing while the land was in private ownership and because private ownership restricted access and use. Certain vegetative types are more hazardous, including: chemise (shrubs) vegetation, which is worse than grassland because shrubs can act as a ladder to carry fire to trees; oak woodland is not as hazardous as grassland or chemise vegetative types because it does not easily ignite.



The Fire and Police Departments presently restrict access to open space during periods of high fire hazard. In addition to fire response calls, the Fire Department provides the following services: education of abutting property owners through "The Greenbelt Action Plan"; responses to telephone calls regarding complaints and questions; responses to medical emergencies; search and rescue; and specialized training/gear for wild land open space fires.

Residential land uses generate more service calls than parks or open space. Residential calls occur 12 months per year while open space calls are seasonal from May to October. Residential fire calls tend to be limited to room and contents and accessibility is relatively easy. Open space fire service calls are complex and unpredictable. Larger scale than residential (with a 5 acre average size), open space fires can move and grow, and accessibility may be poor or difficult. Parks generate medical calls but few fire calls because of irrigated landscaping. Fires are particularly problematic where developed land or roadways are adjacent to open areas.

Open space areas which are highly accessible generate more fire calls because they are more susceptible to arson. San Rafael Hill is a fire problem because people can drive through, toss out an incendiary device, and be gone before it is detected. The Dominican area is a problem because there are groves of eucalyptus that generate oil and debris which burn hot and fast. The Sun Valley slope burns regularly due to its accessibility to children. China Camp is vulnerable to arson because Point San Pedro Road provides easy access in and out.

The Fire Department has identified a trend toward fuel load build-up since wildlands have come into public ownership because there has been no citywide program regarding management of fuel types (vegetative growth and accumulation of debris). With more open space land and more people near or adjacent to open space, fire hazards have increased. Parking at trail heads can impair emergency access as well.

### *Recreation*

Open space areas do not create any service demand on the Recreation Department, however, the Department has sponsored nature walks on a monthly basis in the past. While the City's existing Recreation Element does not contain open space management policies, it does state that, given available funding, clear signing of trails and access points, improved maintenance of major trails, and provision of parking are important.

## ***Future Open Space Use, Management and Acquisition Considerations***

### *Open Space Management Issues*

1. **Determine Criteria for Various Uses.** Criteria for determining appropriateness of a given use need to be established. For instance, hiking on established trails or fire roads is normally an appropriate use while equestrian use may have adverse environmental effects, such as erosion.
2. **Signing.** Entrances to open space areas need to be signed in order to put users on notice as to allowable uses, hours of use, and prohibited activities. Such posting would also minimize the probability of trespass on private property.
3. **Permitting Procedure.** Conditional uses and a permitting procedure may be considered. For example, if equestrian use is found to create specific trail maintenance requirements, then a permit could be required and fees charged to offset costs. Similarly, currently prohibited activities such as private vehicles or night use may be allowable by permit.



4. **Special Expertise Needs.** Portions of city open space areas, such as Barbier Park, require specialized resource management expertise (such as forestry ) beyond the capability of existing city staff. Similarly, if native vegetation should be encouraged in certain areas, specialized expertise may be required to encourage certain species while discouraging others. Expertise may be available from other public agencies such as the State Parks Department (China Camp State Park is adjacent) or the County Open Space District.
5. **Maintenance Procedures.** The city needs to formulate Fire, Police, Public Works, and any other City maintenance procedure for open space areas.
6. **Possible Funding of Open Space Management Programs.** The City needs to explore a wide range of funding mechanisms for open space management such as formation of an Open Space Maintenance Assessment District, user fees, contributions from individuals or businesses, neighborhood "adoption" of maintenance and/or surveillance responsibilities, private funding and other means.

#### *Possible Scope of an Open Space Management Plan*

1. Evaluate the relationship between acceptable uses and service or maintenance demands of open space.
2. Specify criteria for acceptance or securing of additional open space areas.
3. Recommend use options and restrictions on an area-by-area basis.
4. Recommend management procedures to reduce fire hazard potential on an area-by-area basis.
5. Evaluate public education programs such as the "Greenbelt Action Plan" currently used by the fire department to educate property owners adjacent to open space areas regarding wildland fires.
6. Evaluate appropriateness of succession of plant/animal species on an area-by-area basis and make recommendations, as appropriate.
7. Evaluate impacts of grazing on vegetation.
8. Recommend revegetation procedures for burned-out open space areas.
9. Evaluate appropriate building materials, setbacks and landscaping for development adjacent to open space areas subject to wildland fires.

#### *Considerations in Future Open Space Acquisition by the City*

Whether the city should attempt to increase or decrease current public use of open space or acquire more open space are issues dependent on open space management objectives. Open space management costs money because the City is responsible for maintenance, patrol and potential liability of open space areas in the City. Fire, Public Works and Police Department staffs have expressed concerns that those departments are at their capacity in maintaining and protecting open space. Any increased public use of open space areas or the acquisition of more open space by the City (under City ownership or management) will involve additional management costs and potential liability exposure.

While the acquisition of more open space and increased public use would benefit those using the open space, it would also involve the need for increased police patrol, fire hazard management, maintenance of trails and roads (for example to reinforce slide areas) and potential liability for the City. Nuisance impacts to nearby residences may also increase. Increased recreational use of open space would also increase the need for parking and other facilities. However, increased recreational use of selected areas, such as areas with lesser hazards, or located at a distance from existing residences, could be possible. These

areas tend to be the shoreline areas, where parking can be planned, fire hazards are lower, and vehicular and visual access for police and maintenance patrol is better.

Further, securing land as open space does not always have to be through public acquisition. For example, there is uncertainty as to whether the City will need to purchase the five properties identified by the Planning and Parks and Recreation Commissions in 1981 as being of significant open space value because they have limited development potential due to site constraints. Bret Harte Ridge and the Gold Hill/Country Club areas have extremely steep slopes, slide areas, and questionable access. Additionally, the East San Rafael Wetlands (including the Spinnaker Point Lagoon and Wetlands, and portions of Canalways/Holiday Magic Property) are subject to federal, state and local approval requirements. State and federal wetlands and rare and endangered species protection policies may limit development.

Acquisition of open space land adds to the maintenance and management costs currently incurred by the City. Fire, Public Works and Police Departments staffs have expressed concerns that those departments are at their capacity in maintaining and protecting open space. The costs of adding personnel are concerns when contemplating the acquisition of more open space. Additional open space could also mean additional liability exposure for the City. Therefore, if additional acquisition occurs, tying such acquisition to additional funding for maintenance and management would be wise.

### *Municipal Liability*

Traditionally, governments have been immune from liability, at least for their basic "governmental" functions. However, in the last few decades there has been a trend toward making governments less immune for their wrongful acts through tort liability. A tort is an act (a "wrong") that causes some kind of injury that is not governed by criminal law or by the terms of a contract. Liability is the responsibility which civil law recognizes for wrongful acts or omissions. Therefore, tort liability is the legal responsibility, usually imposed in the form of damages awarded to the injured person, for wrongful actions or omissions that cause harm to someone.

General areas of potential liability exposure include geologic or fire hazards of open space areas to private property, performance of the city drainage and levee systems, and potential for claims regarding new development site or building design /function approved and inspected by the city. A recent ABAG study found that local government liability under tort law rests on four principles: (1) the "reasonableness" of the acts or omissions of the government under the circumstances surrounding a loss, including questions of immunity to liability for "acts of God"; (2) the extent to which the government's officials have attempted to carry out statutory or mandatory duties imposed on a government unit by state or federal governments; (3) the degree of compliance with affirmative duties, or standards of care created for a governmental unit by its own enactments; and (4) the extent to which the acts or omissions reflected discretionary or high-level decision-making. Because of uncertainty surrounding interpretations of tort law, local governments have exercised considerable caution regarding their actions because "actual knowledge" of a hazardous situation may create liability if a jurisdiction does not follow-up to eliminate or mitigate the hazardous situation.

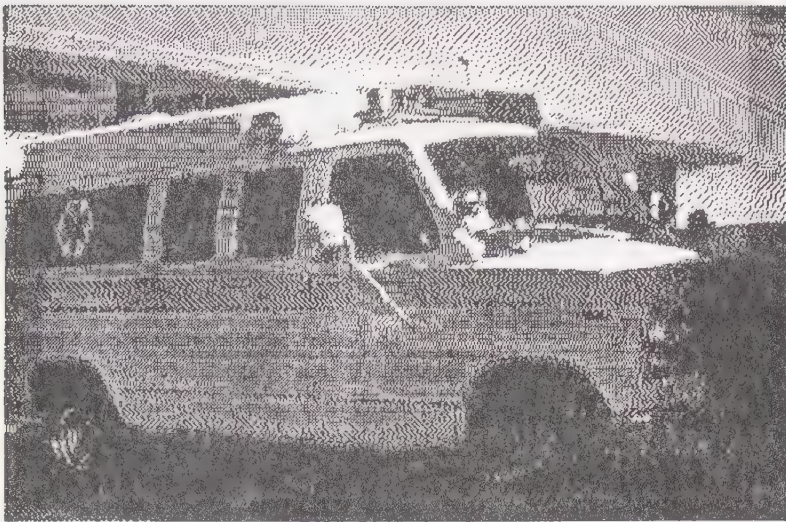






# **SAFETY BACKGROUND**





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## **SAFETY BACKGROUND**

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### **INTRODUCTION**

The Safety portion of the General Plan is aimed at reducing death, injuries, damage to property, and the economic and social dislocation resulting from fire, flood, and geologic hazards, and other public health and safety hazards. The General Plan provides policies and standards for the type, location, intensity and design of development in areas of potential hazards. Consistent with the 1974 San Rafael General Plan, the intent is not to remove all risks associated with each specific type of hazard, but to reduce risks to life and property and to make informed decisions about land use and development near these hazards.

The information on Safety will be used as a basis for project review and for complying with the California Environmental Quality Act, by showing areas where further information for a specific project may be needed. Implementation will also occur through the City's Zoning and Land Subdivision Ordinances and reevaluation of the City's Disaster Plan. This section includes the following parts:

1. State Guidelines and Requirements for Safety Elements
2. Geologic and Seismic Hazards
3. San Rafael's Geotechnical Review Procedures
4. Flood Hazards
5. Fire Hazards
6. Hazardous Materials
7. Emergency Preparedness Planning
8. Police Services and Crime Prevention

### **STATE GUIDELINES AND REQUIREMENTS FOR SAFETY ELEMENTS**

Safety has been required to be addressed as part of local general plans since 1971. The San Fernando earthquake of February, 1971, which claimed 64 lives and resulted in over \$500 million in property damage, and the devastating wildland fires in September and October of 1970, were largely responsible for



prompting the Legislature to pass this requirement. The General Plan must address each of the relevant hazards listed in the State Government Code §65302 (f):

A safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides, subsidence and other geologic hazards known to the legislative body; flooding; and wildland and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peakload water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards.

To the extent that a county's safety element is sufficiently detailed and contains appropriate policies and programs for adoption by a city, a city may adopt that portion of the county's safety element that pertains to the city's planning area in satisfaction of the requirement imposed by this subdivision. Each county and city shall submit to the Division of Mines and Geology of the Department of Conservation one copy of the safety element and any technical studies used for developing the safety element.

## GEOLOGIC AND SEISMIC HAZARDS

The San Rafael Planning Area is characterized by numerous seismic and geologic hazards. Potential seismic hazards include ground shaking; ground failure induced by shaking, such as landslides, liquefaction, and subsidence; and tsunamis, which are seismically induced water waves. The Planning Area is also subject to geologic hazards which exist independent of any seismically triggered event: the steep hillsides and ridges are subject to several types of landslides and downhill creep; and the bayside plains, marshlands, and mudflats are subject to subsidence and differential settlement. These conditions occur in the following three distinct geologic areas of San Rafael.

**Uplands:** The uplands consist primarily of Franciscan Melange, serpentine, sandstone, shale, and chert. These materials represent some of the oldest geologic materials in the Planning Area and are characterized by moderate to high levels of instability. The ridgelines are relatively stable but there are large deposits of colluvium in swales and valleys of hillsides which are susceptible to debris flow avalanches.

**Valley Floors:** Valley floors consist of colluvium and alluvium derived from upland geologic material. This material is more recent than the uplands. Alluvium consists of unconsolidated sedimentary deposits of clay, silt, sand, and gravel beneath streams and valleys. Colluvium is a general term for deposits of unsorted and unconsolidated soil material and weathered rock fragments that accumulate on or at the base of slopes by gravitational or slope wash processes.

**Bayside Areas:** The accumulation of organic silty clay in San Francisco Bay underlies marsh, mudflats, and valley floors which were historically subject to tidal action and part of the bay's hydraulic system. The present and former marshlands and mudflats bordering the bay are underlain by various and uneven thicknesses of the bay mud. Bay mud is up to 130 feet deep in portions of the bay and up to 90 feet deep in the Planning Area. Bay mud is soft, unconsolidated water-saturated, silty clay, containing peaty plant remains and mollusk shells. Its general physical characteristics are a "semi-viscous" material similar to jelly which can easily change due to the placement of fill material on top or as a result of ground shaking in an earthquake.

## SEISMICITY

The San Rafael Planning Area, along with all of California, is located in one of the most earthquake prone areas of the world because it is near the major San Andreas fault zone. Earthquakes are the product of the build-up and sudden release of strain along a "fault" or zone of weakness in the earth's crust. Stored energy may be released as soon as it is generated or it may be accumulated and stored for long periods of time. Individual releases may be so small that they are detected only by sensitive instruments, or they may be violent enough to cause destruction over vast areas. An "active" fault is one that shows displacement within the last 10,000 years and, therefore, is considered more likely to generate a future earthquake than a fault which shows no sign of recent rupture.

Faults are seldom single cracks in the earth's crust but typically are braids of breaks that comprise shatter zones which link to form networks of major and minor faults. The movement between rock formations along either side of a fault may be horizontal, vertical, or a combination and is radiated outward in the form of waves. The movement of the energy wave depends on the material through which it is moving; force is transmitted through hard rock in short, rapid vibrations, while this energy movement becomes a long, high-amplitude motion when moving through soft ground materials, such as bay mud.

The effects of earthquakes are expressed in terms of intensity, as measured by the Modified Mercalli Intensity Scale, and in terms of the quantity of energy released, or magnitude, as measured by the Richter Magnitude scale. The Modified Mercalli Intensity Scale describes the physical effects of an earthquake with the lowest ratings based on human reactions, such as "felt indoors by few" and the highest intensities measured by geologic effects such as "broad fissures in wet ground, numerous and extensive landslides, and major surface faulting." Moderate intensities are determined by the degree of structural damage to buildings. Therefore, a single earthquake can have different intensity ratings based on geologic conditions, structural design, or distance from the earthquake's epicenter.

The Richter Magnitude Scale provides a method to deduce the magnitude of an earthquake from seismologic instruments. The measurement of magnitude provides a rating that is independent of the place of observation and thus allows a comparison of seismic events. Magnitude is measured on a logarithmic scale; every one-unit increase indicates an increment of roughly 30 times the energy. For example, an 8.0 magnitude earthquake would have an energy level 30 times that of a 7.0 magnitude and 900 times that of a 6.0 magnitude earthquake.

### ***Faulting and Seismicity in the San Rafael Planning Area***

There are no known active faults within San Rafael but the area is subject to seismic activity from nearby faults, and numerous epicenters have been recorded within the Planning Area. Therefore, the risk of surface rupture along active fault lines is considered improbable within the San Rafael Planning Area. The nearest known active fault traces are the San Andreas fault, about 10 miles to the southwest, and the Hayward fault, 8 miles to the northeast. The risk from seismic shaking from events on these faults is high. The maximum predicted earthquake magnitudes for these faults are 8.3 and 7.0 respectively (Borcherdt, 1975).

The San Andreas fault, the Hayward fault, the slightly further away Calaveras fault, and other faults comprise a fault system, which has collectively given rise to at least one documented "great" earthquake (magnitude 8.3 in 1906) and from four to eight other "major" earthquakes since 1800, based on historical records of felt intensity. Many smaller seismic events have also been instrumentally recorded in the Bay Area. According to the California Seismographic Station at Berkeley approximately 89 "significant" earthquakes have been recorded within the San Rafael Planning Area since 1853, although the epicenter locations can only be roughly estimated. In addition to seismic shaking, earthquakes may induce ground failure and "tsunamis", or earthquake-generated ocean waves.



## *Ground Failure*

Ground failure is the displacement of the ground surface due to loss of strength or failure of underlying earth materials during earthquake shaking. Ground failure may take the form of liquefaction, lateral spreading, lurching, differential settlement, bedrock shattering, or, in hillside areas, landsliding. Some of these ground responses, such as landslides and differential settlement, may also occur independent of earthquakes.

Liquefaction occurs as a result of a sudden loss of strength in saturated, loose granular materials (silt, sand or gravel) due to an earthquake. Liquefaction transforms stable granular material into a fluidlike state in which the solid particles are virtually in suspension, similar to quicksand. Liquefaction-prone geologic materials, in order of decreasing stability, are artificial fill, sand, and alluvium. Bay mud is least stable where lenses of sand are present, although the extent to which clay is present is considered to be one important deterrent to liquefaction since clay tends to bind the sand together. The alluvium is least stable in deep water-saturated deposits. Areas underlain by hard bedrock at shallow depth are seldom subject to liquefaction.

Loss of strength in soft, saturated clays, such as bay mud, results in another type of ground failure called "lateral spreading." This phenomenon results in gradual or rapid loss of strength in foundation materials, and structures can either gradually settle or break up as foundation soils move, literally by flowing. Large areas of San Rafael are underlain by bay mud and are potentially affected by this circumstance, if buildings are not properly designed. Lurching, differential settlement, and bedrock shattering are uneven ground movement responses to shaking.

## *Tsunamis*

Tsunamis are large ocean waves generated by sudden changes in elevation of large masses of earth and ocean. They are commonly caused by vertical faulting beneath the ocean that moves a large volume of earth and water. Data collected by the U.S. Geological Survey (Wiegall, 1970) indicates that at least 19 tsunamis were recorded at the Golden Gate tide gauge between 1867 and 1969. The highest tsunami recorded was 7.5 feet at Fort Point and resulted from the March, 1964 Alaska earthquake. This tsunami is reported to have caused damage at Loch Lomond Yacht Harbor in San Rafael (*Marin Independent Journal*, March 25, 1964).

## *Other Effects of Ground Shaking*

Ground shaking can result in structural failure and collapse of structures or cause non-structural building elements, such as light fixtures, shelves, cornices, etc., to fall, presenting a hazard to building occupants and contents. The first building code regulations relating to earthquake resistance appeared in 1933. As knowledge has increased, codes have been updated; however the field of earthquake resistant structural engineering is very complex and relatively new. Compliance with provisions of the Uniform Building Code (UBC) should result in structures that do not collapse in an earthquake, although many structures in San Rafael were built before the UBC contained provisions for seismic safety. Hazards associated with falling objects or non-structural building elements will remain.

Wood frame older structures in San Rafael may perform relatively well, while unreinforced brick buildings probably do not meet current seismic safety standards, and may not withstand a major earthquake. These structures are primarily located Downtown and in older areas of the community. The cost of reinforcing an existing unreinforced brick building can equal 50% of the cost of a new structure. The City currently reviews applications for changes of use and may require structural improvements to reduce the hazard of seismic failure. In 1986, the State passed legislation requiring local agencies to inventory unreinforced masonry buildings by 1-1-90 to determine the level of hazard and then establish a local mitigation program.



## **GEOLOGIC STABILITY**

### ***Landslides***

Landslides constitute a major geologic hazard to structures, roads, and utilities in the "uplands" or hillsides of the Planning Area. These hazards exist independently of earthquakes. Principal factors affecting slope stability are the geologic materials underlying the slopes, steepness of slopes, and the presence of active or intermittent natural forces (rain, earthquakes) that tend to cause slope failure. Generally the presence of existing landslides is indicative of unstable underlying geologic material. Some man-made factors which may trigger landslides, even in more naturally stable areas, are improper drainage and indiscriminate cuts or fills for streets or homes. Slope stability is also a problem along creeks where steep banks become undercut by high water, and eventually flatten out by normal slope failures.

Landslides may be falls, slumps, or slides and may consist of bedrock or unconsolidated material. Prominent topographic features that commonly distinguish landslide areas include scarps, terrace-like benches that commonly have topographic sags or depressions on them, disrupted ground surfaces, and anomalous drainage patterns.

Debris avalanches are probably the most hazardous type of landslide, and one of the more common types in San Rafael. Houses in San Rafael suffered damage or destruction from these avalanches in 1982 both by being struck by the fast moving flows and by being undermined because foundations were embedded in the soil that slid, rather than in the bedrock beneath the soil. A typical debris avalanche occurs very suddenly, when surface soils become totally saturated in intense rainstorms, liquify and break away from the hillside. A spoon like indentation is the primary indication that the slide has occurred. The highly fluid nature of these flows causes them to follow gulches and creek canyons to the base of the slope.

Debris avalanches typically involve a few hundred yards of surface materials and occur only in sandy and silty soil that has little clay content. Such soils form principally on sandstone. The mouths of gulches and canyons at the base of sandstone ridges, such as portions of Big Rock Ridge and San Pedro Ridge, are highly vulnerable to such avalanches. Debris avalanches are most likely to occur when about 4 inches or more of rain has fallen in 10 hours or less.

Earth flows are also a very common type of landslide in San Rafael, and many of the landslides shown on City soils maps are of this type. Earth flows are slower moving slides where soil and debris flows to the bottom of the slide area. The great majority of these damaging landslides develop on slopes underlain by Franciscan Melange, within pre-existing landslide deposits. Their heaving soils and slow downslope movements strain houses by cracking foundations, and crack and disrupt streets and utilities.

### ***Expansive Soils***

Clay-rich soils, such as bay mud, that swell when wet and shrink when dry can cause considerable damage to structures, streets, and roads in parts of San Rafael. In late summer they exhibit wide cracks (1 to 3 inches wide in many places), when the soil is literally rock hard. In the wet season, swelling of the clay closes the cracks, and the soil then is plastic and weak. The forces exerted during expansion and contraction are sufficient to heave and distort buildings, and to crack shallow foundations and pavements. Such soils should be recognized prior to construction, and special engineering methods can be used to help reduce the stresses on buildings and utility lines. The expansion-contraction characteristic of clay soils also causes slow downslope creep where they lie on a slope, thus adding to their potential for disruption of structures and facilities.

## ***Subsidence and Differential Settlement***

Differential (uneven) settlement may occur in poorly consolidated soils during earthquake shaking or over time. When settlement occurs over a large area it is termed subsidence. Poorly compacted fills are quite susceptible to settlement. Development on fill placed upon the marshlands and mud flats of San Francisco Bay are also susceptible to long term settlement or subsidence, as the underlying bay mud settles over time under the weight of the fill. Thick fills may settle to a great degree within a short time, but require two centuries to achieve total compaction, while shallower fills may settle in a shorter period. Such settlement may result in flooding as ground levels are lowered, or in damage to structures, utilities, and roadways.

## **SAN RAFAEL'S GEOTECHNICAL REVIEW PROCEDURES**

San Rafael's existing geotechnical review procedure has been based on criteria set forth in the 1974 General Plan. The level of geotechnical investigation, prior to approval and construction of any development, has been based on hazard zone ranking, coupled with proposed building type, to determine the level of geotechnical review. The City has also established a Geotechnical Review Board consisting of independent geotechnical engineers familiar with San Rafael General Plan policies. As part of the General Plan revision, the Geotechnical Review Board recommended that the 1974 geotechnical maps and review requirements be revised and updated to reflect recent information. This has been done and is now part of a revised Geotechnical Review Matrix included in the General Plan Appendices.

### ***Explanation of Project Geotechnical Review Matrix***

The Geotechnical Review Matrix summarizes the geotechnical investigation requirements for various types of land use projects during different stages of government processing. The level of investigation for each project is related to public safety and the geologic risks associated with the site. Projects which have the greatest potential impact on public safety and that are proposed on lands with high geologic risk have the strictest requirements. The matrix is keyed to four zones of slope stability and geoseismic hazard as well as areas subject to flooding and areas which may potentially contain hazardous pollutants.

It is the intent of the matrix to help members of the community plan and organize for projects presented to the City. It is also intended that the matrix recognize a standard of practice pursued by geotechnical consultants. The purpose is to require a level of effort that is prudent and economically fair to developers and that adequately reduces the community's risks associated with geologic hazards. Another purpose of the matrix is to reduce the time needed by the City to make decisions by providing a means for objectively reviewing projects. The following are types of uses requiring different levels of investigation:

1. **Critical Use:** Hospitals and related care centers, schools, auditoriums, churches and theaters, fire and police stations, transportation centers and facilities, major utilities, and communication facilities.
2. **High Occupancy (Residential and Commercial):** Commercial establishments and large apartment complexes.
3. **Low Occupancy (Residential and Commercial):** Small apartment buildings, single family residences, small commercial buildings, clubhouses and small restaurants.
4. **Industrial (Low Occupancy):** Warehouses and storage areas, light and heavy industry, wharves, docks and marinas.
5. **Open Space:** Parks, and agricultural land, golf courses and small appurtenant buildings.



The relative slope stability and geoseismic hazard zones are indicated by the numbers 1, 2, 3 and 4. The relative slope stability zones are based on the slope stability maps of San Rafael and other portions of eastern Marin County prepared by the California Division of Mines and Geology in 1976. The slope stability zones used by the California Division of Mines and Geology are defined follows:

1. **Zone 1.** The most stable category. This zone includes resistant rock that is either exposed or is covered only by shallow colluvium or soil. Also included in this zone are broad, relatively level areas along the tops of ridges or in valley bottoms that may be underlain by material that is quite weak (such as Franciscan Melange and alluvium) but occupies a relatively stable position.
2. **Zone 2.** Includes narrow ridge and spur crests that are underlain by relatively competent bedrock, but are flanked by steep, potentially unstable slopes.
3. **Zone 3.** Areas where the steepness of the slopes approaches the stability limits of the underlying geologic materials. Some landslide deposits that appear to have relatively more stable positions than those classified within Zone 4 are also shown here.
4. **Zone 4.** The least stable category. This includes most landslide deposits in upslope areas, whether presently active or not, and slopes where there is substantial evidence of downslope creep of the surface materials. These areas should be considered naturally unstable, subject to potential failure even in the absence of man's activities and influences. Banks along deeply incised streams are also included in Zone 4.\*

These classifications are interpretive, and generally apply to large areas. Within each area conditions may range locally in detail through all stability categories.

\*Debris-avalanche landslides move rapidly downslope and may travel thousands of feet crossing over areas Zoned 1 through 3 as well as Zone 4 areas. Areas in Zones 1 through 3 that may be affected by such landslides, in the judgment of a Certified Engineering Geologist, shall be downgraded to Zone 4 areas. In general, slope stability zones must be re-evaluated by a Certified Engineering Geologist during site-specific investigations. Based on such investigations, the City may upgrade or downgrade the slope stability in some areas.

The relative geoseismic hazard zones are based primarily on a rating system which assigns a geoseismic hazard rating for each of the geologic units in the Planning Area. The system rates from 1 to 4 the geoseismic hazard associated with each geologic unit shown on the 1976 California Divisions of Mines and Geology San Rafael Vicinity Maps. Geologic units are defined on the State maps. Geoseismic hazards include, but are not limited to, landslides, soil creep, expansive soil, seismic shaking, seismically induced ground failure, surface fault rupture, tsunamis, flooding, and high groundwater table. Units rated as Zone 4 are the most hazardous, and units rated as Zone 1 are the least hazardous. The hazard rating assigned to each geologic unit is derived from the work of the California Division of Mines and Geology.



These ratings, with some modifications, are indicated on the table below:

GEOLOGIC UNIT	GEOSEISMIC HAZARD ZONES
Qaf (fill)	Fill is assumed to be 4. If investigation shows fill to be engineered, the fill will be assigned the number of the geologic unit underneath.
Landslides	4
Qm (Bay Mud)	4
Qa (Alluvium)	2
Qc (Colluvium)	Slope stability 1 or 2 = 2; Slope stability 3 or 4 = 4
Tv (Volcanic Rocks)	1
Ks (Arkosic Sandstone and Shale)	1
Kjs (Gray Wacke Sandstone and Shale)	1
Kjch (Chert)	1
Kjg (Basaltic Volcanic Rock)	1
Kjsch (Metamorphic Rock)	Slope stability 1 or 2 = 2; Slope stability 3 or 4 = 4
Fm (Franciscan Melange)	3
Fm (Franciscan Melange Creeping)	4

The Geotechnical Review guidelines identify the content of various geotechnical reports to be submitted to the city at different stages of project review. The geotechnical review guidelines state that Geologic reports should be prepared by a Certified Engineering Geologist (CEG) licensed in the State of California, and that Soil Engineering reports should be prepared by a registered Civil Engineer (RCE) licensed in California to practice soil engineering.

## FLOOD HAZARDS

Flooding has been an historical problem within San Rafael. Between 1899 and 1952, at least 23 major storms have caused extensive flooding in the City. More recent flood episodes occurred in 1955, 1958, 1973, 1982, and 1983. The January, 1982 storm caused extensive damage to residential, commercial and industrial property within San Rafael, with a total estimated storm damage cost of \$16,713,400. Primary areas affected by flooding in that storm included low lying portions of the Bret Harte neighborhood, Francisco Blvd. West area businesses, most of East San Rafael, and Santa Venetia. Localized flash flooding also occurred in other areas due to upstream clogged drainage channels.

### ***General Hydrology of the San Rafael Planning Area***

#### *Gallinas Basin*

The Gallinas Basin is bounded by San Rafael Hill to the south and Big Rock Ridge to the North. Upstream of Highway 101, Miller Creek is the longest, undisturbed creek in the Planning Area, drains the Lucas Valley and runs generally parallel to Lucas Valley road for about 8 miles to the mud flats of San Pablo Bay. This creek was historically tributary to Gallinas Creek but was realigned in 1963 at about three-fourths of a mile from the bay, so that it now flows directly into the bay. Las Gallinas Valley Sanitary District discharges treated effluent into Miller Creek one mile upstream from San Pablo Bay. Flow in the creek may range from one (1) cubic foot per second or less in dry months to flood flows of 1,442 cubic feet per second.

Gallinas Creek drains the Gallinas Valley and the Santa Margarita Valley including Terra Linda and Santa Venetia. The watershed area encompasses approximately 7.4 square miles. The North Fork of Gallinas creek drains the Smith Ranch Road subwatershed, the Northgate Industrial area and Terra Linda along the Manual T. Freitas Parkway. The South Fork of Las Gallinas Creeks drains the Civic Center Lagoon, the auditorium channel including Los Ranchitos, Northgate Shopping Center, and Santa Venetia. The lower two miles of the creek are maintained for light draft navigation and recreation. Portions of this creek system have been channelized for flood protection. Seasonal upland ephemeral drainageways contribute to this system.

### *San Rafael Basin*

The San Rafael Basin is bounded by San Rafael Hill and Point San Pedro Peninsula to the north and the Southern Heights Ridge and Point San Quentin Ridge to the south. The major drainage feature of this area is the San Rafael Canal which receives flows from Mahon Creek, Irwin Creek, and Lincoln Creek as well as several smaller watersheds characterized by drainage ditches. East San Rafael contains two man-made drainage systems known as the East San Rafael Drainage Assessment Districts 1 and 2 which drain into San Rafael Bay. Additionally there are three watersheds on the Point San Pedro Peninsula which drain into the bay known as Loch Lomond Creek, the Glenwood Watershed with the Knight Drive Drainage Channel, and the Peacock Lagoon Watershed at Peacock Gap.

### *San Rafael Canal*

San Rafael Canal drains a watershed of about 11 square miles with three major tributary creeks known as Mahon Creek, Irwin Creek, and Lincoln Creek as well as drainage from a portion of East San Rafael and from the Bret Harte neighborhood. Mahon Creek originates in two forks, one in the West End neighborhood, east of Spring Grove Avenue; and the other in Sun Valley/Fairhills where the creek runs parallel to Fifth Avenue along the north side in an unimproved condition on private land. The two tributary branches merge in the vicinity of Fourth and H Street, and run south to Albert Park Lane and east to the San Rafael Canal. Irwin Creek originates upstream of Mountain View Avenue, runs southwesterly through Forest Meadows, crosses under Highway 101, flows beneath the elevated portion of Highway 101 and empties into the San Rafael Canal. Lincoln Creek also contributes to this system and runs between Lincoln Avenue and Highway 101. The San Rafael Canal also receives drainage from the Bret Harte neighborhood through surface drainageways and a portion of East San Rafael.

### *Point San Pedro Sub-Watersheds*

Three minor watersheds on the south slopes of the Point San Pedro Peninsula drain directly into San Rafael Bay: Loch Lomond Creek drains into the Loch Lomond Marina; the Knight Drive Drainage Channel drains the Glenwood Watershed; and the Peacock Lagoon watershed drains the Peacock Gap Neighborhood.

## ***Flooding in Specific Areas of San Rafael***

### *East San Rafael*

Flooding poses a serious threat to much of East San Rafael. About 70% of the area lies within the Federal Emergency Management Agency (FEMA) 100-year flood zone. Primary flood management problems that exist are as follows:

1. **Development Below Flood level and Subsidence.** Almost all of the neighborhood's earlier development has been constructed at or subsided to elevations lower than the 100-year flood elevation. Only in the last 10 years (approximately) has the City required that new development in East San Rafael be placed on fill above the federally- designated 100-year flood level of 6.0 feet above sea level National Geodetic Vertical Datum (NGVD). The City's Title 18 Flood Protection Standards, adopted in 1984, requires new development to be above the 100-year flood elevation after 30 years settlement. The settlement requirement accounts for subsidence of fill on Bay Mud. Where there is fill placed on bay mud, settlement of the mud continues to occur over a very long period of time, with the most rapid settlement occurring within the first 30 years.
2. **Levee.** The levee system which protects East San Rafael evolved over a long period of time and consequently does not have a consistent elevation or configuration. Along the San Rafael Canal there are large portions of the levee which cannot be reasonably maintained due to existing development patterns. There are also low spots, which permit overflows during high tide winter storm surges. Along the bayfront, the levee has been improved to Army Corps of Engineer requirements and City design standards to +10.0 feet NGVD, except for the section along the Canalways property where the levee crest has subsided to about +7.0 feet NGVD.
3. **Storm Drainage System.** The storm drainage system in East San Rafael evolved over a long period of time without the benefit of a master plan for area development. As a result, portions of the storm drain system within East San Rafael have insufficient capacity to carry 100-year flood events due to obstructions, undersizing, land subsidence, or layout. Detailed system mapping is needed to analyze problem areas and needed improvements, including maintenance needs.
4. **Pumping Facilities.** The December 3, 1983 flooding was greatly aggravated by a power failure that put some of the pump stations that drain East San Rafael out of commission at the time of a record storm surge. Emergency diesel generators have corrected this problem. Although the pump stations appear to be adequate to handle most storm runoff conditions, their capacity might be overwhelmed if a very high storm surge from high tides overtops the levee at the same time as an intense rainstorm. No detailed 100-year flood routing study has been carried out to determine whether the system's pumping system is adequate for this event. Flood routing need to be part of a City storm drainage system plan.

#### *Bret Harte, West Francisco and Portions of Downtown*

Development below flood elevations, substandard storm drainage, including pumping facility problems which are discussed above, and overflow from San Rafael (Mahon) Creek during very intense storms are three flooding problems which affect portions of the Downtown and the Francisco Blvd. West area including the Bret Harte neighborhood.

#### *Santa Venetia*

Development below flood elevations and subsidence have been the primary flood problems facing Santa Venetia, an unincorporated community adjacent to the south fork of Gallinas Creek. Pumping inadequacies have also been a problem. Santa Venetia was developed in the 1950s on bay mud, with no levees to protect it. Over the years, the area has subsided 2.5 to 3 feet. To protect the community against tidal flooding, a levee system was constructed. It was rebuilt in 1983 to a height of 7.5 feet NGVD, but will require additional work in the future. The levee has disrupted stormwater drainage into the bay, requiring several pump stations to be built. Four pump stations have been installed and a fifth is expected to be constructed in the near future.



The major part of the St. Vincent's and Silveira properties (north of Smith Ranch and east of Highway 101) are flat and low-lying. Like East San Rafael, much of the area is underlain by bay mud. Most of St. Vincent's/Silveira is within the 100-year flood plain as mapped by the Federal Emergency Management Agency. Floodproofing standards would need to be applied, and an area-wide storm drainage system should be planned and designed prior to or as part of development occurring in the area.

## ***Area-wide Flood Conditions and Problems***

### *Infrastructure Maintenance*

Natural drainageways have been altered by development and rely on continual maintenance to be effective. Such maintenance includes culvert sediment removal, storm drain repair, pump station maintenance, levee repair and clearing of tide gates. Some of the flash flooding which occurred in 1982 happened when debris flow avalanches clogged drainage facilities, sending water overland. This was an extreme condition caused by hillsides giving way during the storm, leaving no time for cleanout. Typically, there is no ongoing maintenance prior to seasonal rains. Lack of a drainage system inventory may hinder development of systematic maintenance programs. With the many heavily wooded hillsides in San Rafael and slide hazards and the fact that drainage systems have evolved incrementally have resulted in the need for higher maintenance costs.

### *Accelerated Sea Rise in San Francisco Bay*

An accelerated rise in sea level over the next 100 years has been predicted by many scientists world-wide. In this country, attention on the impact of the predicted sea level rise has been concentrated on the eastern seaboard and the Gulf Coast. The San Francisco Bay Conservation and Development Commission retained Dr. Philip Williams, consultant on hydrology and tidal hydraulics, to review the existing literature concerning the predicted accelerated sea level rise. Williams concluded that there is general agreement in the scientific community that significant changes will occur in the global climate due to accumulation of gases such as carbon dioxide, methane, and chlorofluorocarbons, in the atmosphere, a phenomenon commonly known as the "greenhouse" effect. The accumulation of these gases will result in a warming of global temperatures on the order of 4-6 degrees Centigrade in the next 50 to 100 years. Increased temperatures will change the Earth's climate and precipitation patterns and will also cause a rise in sea level. The rise in sea level will cause thermal expansion of the ocean and melting of glacial and polar ice. In the San Francisco Bay Area this rise will be in addition to tectonic sinking and subsidence.

Flood hazards would increase in three ways: a) an increase in high tide levels; b) an increase in wave action eroding and overtopping levees; and c) an increase in backwater flooding of local streams discharging into the Bay. The Environmental Protection Agency has presented several different best-case and worst-case scenarios of a rise of 2 to 8 feet, and recommends use of a mid-range scenario. A rise of 4 feet in the next century would represent about an 8-fold acceleration on the historic rate of rise of sea level.

In the East San Rafael Plan hydrology report, the consultant recommended that flood protection standards be modified to require higher finished floor elevations (from +6.0 feet NGVD to +7.0 feet NGVD after 30 years settlement). This modified standard would better protect against sea level rises and subsidence for 20-30 years in East San Rafael. Similar recommendations need to be evaluated and applied to other watershed areas in San Rafael which have different 100 year flood elevations than East San Rafael. If trend analysis proves correct, and sea levels continue to rise more rapidly than historic trends, flood protection standards will need to be reevaluated with future plans and plan updates. The City may wish to

apply an even more conservative standard. The County currently requires an 8-foot NGVD fill after 30 years settlement. However, such standards have costs in terms of fill for development, and may be difficult to implement in developed or partially developed areas.

## ***Flood Safety Programs***

### ***Federal Programs***

The U.S. Army Corps of Engineers constructs flood control projects on major regional creeks in urban areas. Projects are usually designed to prevent flooding from the 1% risk flood (the 100-year flood). This is considered by the Corps to be a suitable degree of flood protection in urban areas. The City applied in 1984 to the Corps of Engineers for a General Investigation Program to provide a long term solution to the flooding problem adjacent to the San Rafael Canal. This program takes approximately 10 years to implement, but it has been determined by the Council to be the only program that is financially feasible for the City to consider. Under this program, the Council would eventually have to come up with a local match which would be approximately 25% of a project cost of \$20-\$25 million. The current status of this project is that the Corps-financed reconnaissance study will commence in October, 1986, and will take approximately 18 months to complete.

### ***FEMA Requirements***

The National Flood Insurance Act of 1968 and the Flood Disaster Prevention Act of 1973 established a national flood insurance program which is administered by the Federal Emergency Management Agency (FEMA). The national flood insurance program provides insurance coverage to property owners within flood hazard areas. In order to qualify for this program, communities must file application and adopt minimum land use and flood control measures for new construction. FEMA prepares flood insurance rate maps commonly referred to as FIRM maps which identify flood zones and areas which are susceptible to 100 and 500 year floods.

### ***Local Programs***

In 1984, the City of San Rafael adopted Title 18 "Protection of Flood Hazard Areas" and made formal application to the National Flood Insurance Program. Title 18 requires, through the building permit process, that the base finished floor elevation of new residential construction must be at or above the 100-year flood elevation specified on the Flood Insurance Rate Map plus predicted 30 years settlement. San Rafael 100-year flood plain elevations range from 6 feet Mean Sea Level (MSL) as based on National Geodetic Vertical Datum in East San Rafael to 9 feet MSL in some upper reaches of creek watersheds. Non-residential construction must either meet the same elevation requirements or be floodproofed. The act also includes standards for construction, storage of materials and equipment, utilities, subdivision and mobile homes in flood-prone areas.

While the City is pursuing long-term flooding solutions through the Army Corps General Investigation Program, it has also committed, on an annual basis, to many interim measures to improve flood control. These include installing emergency generators at pump stations, raising levees at critical locations, and making other levee improvements. Currently, up to \$100,000 is set aside annually for levee improvements. Also, the City Redevelopment Agency has budgeted 2 million dollars in drainage improvements affecting Downtown, the Francisco Blvd. West area and East San Rafael.



### *City Drainage Plans*

In January, 1980, Phase 1 of the Storm Drainage Master Plan for the San Rafael Redevelopment Area was prepared. Although never officially adopted, the plan contains conceptual alternative solutions to the City's flooding problems and related cost comparisons. A coordinated flood control system master plan, which: (1) maps the existing system, is site specific, analyzes flood routing needs; (2) contains priorities for needed improvements, including levee improvements; (3) identifies funding mechanisms; and, (4) can be implemented incrementally when projects are approved; continues to be needed. The Redevelopment Agency has budgeted funds for continuing work on the Storm Drainage Master Plan.

### *County Drainage Plans*

The County of Marin is currently in the process of revising its Storm Drainage Master Plan for the Santa Venetia area. As required under the National Insurance Program, the Countywide Flood Control District has established standards for minimum finished floor elevations of new construction. Current countywide standards require a base 8 foot MSL floor level or higher for all new development. The County is re-evaluating these standards and they may be raised.

## **FIRE HAZARDS**

Fires may occur in structures used for industry, commerce, homes, and public gatherings, and may also occur as wildfires in open unirrigated areas. Fire prevention techniques differ for structural fires and wildfires, but successful fire control and extinguishment in either case depends on getting sufficient fire fighters and equipment on the scene promptly.

### ***Structural Fires***

Preventing and extinguishing structural fires is essential to life and property safety. Over the past twelve years, the City Fire Department has, through adoption of tough fire prevention ordinances, shifted the burden for fire suppression and fire loss management from the public sector to the private sector. The risk of damages from fire has been, and continues to be, reduced without unreasonable public expenditure through requirements for built-in fire detection and extinguishment features (smoke alarms, sprinklering and standpipe systems); requirements for fire retardant materials in high risk areas (Class A roof assemblies in wooded areas, fire retardant materials on the underside of exposed elevated decks); provision of fire equipment access (primarily adequate road widths, grade and surface) to all parts of a project, even as it is under construction; landscaping requirements to reduce fire hazard; and provision of highly visible address numbers and logical addressing to aid in rapid response. The fire department typically requires a minimum 20' clear roadway width, an all weather surface and maximum 18 percent roadway grade for fire equipment access. Thirty feet of clearance around structures in fire hazard areas is recommended unless compensated for through use of fire retardant building materials and other measures.

The Fire Department further coordinates with Marin Municipal Water District and City Departments through the City's development review process to insure that water supply necessary for fire safety and other fire department concerns are met for new development. The fire department typically calculates required fire flow in accordance with Uniform Fire Code and Insurance Services Office guidelines. Peakload requirements are dependent on building construction, size, type and location, and may be modified by the addition of fire alarm or sprinkler systems. As a result of instituting these many different measures, structural fires have been reduced.



## **Wildfires**

The natural vegetation in open space areas of the city is extremely flammable during the late summer and fall, which makes wildfires a serious hazard in open space areas and, to a lesser extent, on large-lot homesites with extensive areas of unirrigated vegetation. In addition to the dry season, wildfire hazard is related to atmospheric humidity, slope steepness, vegetation type, exposure to sun, wind speed and direction, accessibility to human activities and accessibility of fire fighting equipment.

Humidity is higher in Marin County than in more central areas of the state, reducing wildfire hazards to some extent. This characteristic is the basis for identifying wildfire hazard areas, as established by the California Division of Forestry, according to estimates of Critical Fire Weather Frequency. Class I, which includes all of San Rafael, has 0 to 1 days of Critical Fire Weather, Class II has 2 to 9 days, and Class III has over 9 days. Steeper slopes are a major contributing factor because they have a firespreading effect similar to higher velocity winds. Fuel loading, which reflects the differing amounts of fuel provided by various vegetation types, is also important in determining the degree of hazard.

Fire hazard severity can be further refined by including exposure to sun, since south and west facing slopes are generally dryer than north and east facing slopes, and thus have a somewhat longer fire hazard season. Wind speed is not predictable, but strong winds are generally more prevalent on prominent ridges so that ridge tops are particularly susceptible to the spread of fire.

Most wildfires are caused by people and their activities. Where there is easy access to dry vegetation, there is a higher risk of fire. Suppression of natural periodic fires in chaparral and woodlands over the last several decades, and elimination of cattle grazing on open space lands throughout the city, have led to the build-up of fuel on the ground, which also increases the fire hazard. To reduce risk, the fire department maintains an extensive system of fire trails, and a "Greenbelt Program," where information on fire hazard reduction is provided annually to residences adjacent to open space, and mowing of weeds is required. The Fire Department also closes public access to portions of the open space areas when fire hazards become severe. They would also discourage signing, trails, or other development of open space which would significantly increase its public use, unless corresponding funding is provided for fuel management and related open space management programs.

## **Fire Services**

Fire services in the San Rafael Planning Area are provided by the City of San Rafael, the County of Marin, the Marinwood Community Services District, and the California Division of Forestry (in China Camp Park). The City Fire Department provides primary fire protection to the unincorporated areas of Country Club, Bayside Acres, Los Ranchitos, a small area adjacent to the Mount Tamalpais Cemetery, and Santa Venetia through County Service Area 19. Additionally, the various fire departments have joint powers agreements and standard mutual aid agreements which minimize response time in fire emergencies.

The San Rafael Fire Department provides paramedic services under a joint powers agreement to the entire Planning Area. The Department also provides public education programs, hazardous materials controls and emergency response, and coordinates emergency preparedness programs.

## **HAZARDOUS MATERIALS**

Hazardous wastes are any chemical compound creating a threat to health, ranging from automobile oil to known cancer causing chemicals. In the 1970's and 1980's, hazards created by toxic waste spills and by contamination from former dump sites have become a subject of increasing concern. Federal and state legislation have focused on cleanup of the most hazardous dump sites, landfill monitoring programs to

identify and contain potential hazards, programs to identify businesses using hazardous materials, and wastewater pretreatment requirements for industries discharging hazardous waste into municipal systems.

While there are no Class 1 (most dangerous) dump sites located in Marin County, San Rafael contains several former dump sites and sites filled prior to 1974 (when more stringent fill requirements went into effect). Known former dump sites, early artificial fill sites and areas which are or have been zoned for industrial or commercial uses are shown on Map GP-22. Additionally, some businesses in San Rafael, including Fairchild, Arrowhead Jewelry Manufacturing and PG&E generate wastes which require pre-treatment or special transport to Class 1 dumpsites, and, in at least two cases, have required special cleanup efforts. Hazardous materials such as paints, solvents, and cleaning compounds are also typically present in small quantities in people's homes.

## ***Regulations and Requirements***

### ***State Regulations and Requirements***

In 1984, the Calderone Bill was passed (§13273 of the State Water Code) requiring the State Water Quality Control Board (SWQCB) to evaluate the potential threat to water quality by existing and former landfills. Each year, beginning in 1986, 150 prioritized sites will be analyzed until approximately all 1,800 ranked landfill sites statewide have been analyzed. The reports must analyze surface and groundwater within one mile of the solid waste disposal site to provide a reliable indication whether there are any leakage of hazardous wastes. If the Water Quality Board determines that a particular report is inadequate, they can request additional information. If the Board determines that hazardous wastes have migrated into the water, they will notify the State Department of Health Service and the California Waste Management Board, who will take appropriate remedial action.

Several of the Calderone Bill-listed landfills are located in San Rafael. Based on a 12-year review schedule (starting in 1986) established by the State Water Quality Control Board, the San Quentin site is expected to be analyzed in 1989 under the state's current regulations; the Ghilotti Brothers and Bayview Business Park sites in 1991; the Central Marin site in 1994; and the Cecotti site in 1995.

In addition to Calderone Bill responsibilities, the Regional Water Quality Control Board (RWQCB) is responsible for monitoring water quality in and around operating landfills. The only landfill in San Rafael currently being monitored is the former San Quentin Disposal Site. The owner is required to submit annual monitoring reports of on-site water quality based on selected samples. However, these reports are not typically verified by Regional Water Quality Control Board staff. Regardless, Water Quality Control Board staff will inspect each dump site annually or on complaint. The monitoring program stays in effect after closure of the dump site to insure that there is no leakage of waste materials.

The Bay Area Air Quality Maintenance District (BAAQMD), a division of the State Air Resources Board (ARB), does not routinely monitor any sites in San Rafael for hazardous air pollutants. However, if they receive several complaints on any source, they will immediately investigate and can issue fines if violations of state standards occur. BAAQMD staff state that landfills do not typically cause problems until they are drilled into, when methane and other odor-producing substances may escape.

Other potential sources of air contaminants are auto service uses or other industrial uses where old leaking tanks have contaminated the soil. In some cases, rather than transport gasoline contaminated soil to Class I dumpsites, the contractor will excavate the dirt and turn it over, allowing the gasoline to evaporate. The Bay Area Air Quality Management District is establishing a group later this year to study toxic substance control. Only a limited number of hazardous air pollutants currently have emission standard limits.



Sewage treatment plants also have the potential to emit noxious odors if there are chemical imbalances in the treatment system, excess inflow, or highly concentrated inflow. Businesses generating heavy metals and certain hazardous wastes are required by Federal law to pre-treat such waste prior to discharging it into a sewage treatment system. Sanitation and Sanitary Districts in the City are then involved in inspecting the handful of San Rafael businesses required to do this to insure that proper procedures are followed. The City's Public Works Department is evaluating ways to flush out lines and move sewage to the plant more rapidly during dry months.

### *County Regulations and Requirements*

The County Environmental Health Department is responsible for ensuring that State Health Department regulations are met at operating solid waste disposal landfills (Government Code §66796.3). When landfills are in operation, the Environmental Health Department issues local regulatory permits for the operation and inspects the landfills and transfer stations to assure that they are operating in accordance with the permits issued.

When a landfill is closed, the operator must provide a closure plan describing future land use, ongoing monitoring activities, impacts and mitigation measures to ensure that development is not adversely affected by the previous landfill operation. Mitigation measures included in the plan can include methane gas reduction, engineering measures for settlement, capping the landfill to keep rainwater out and any leachates in, etc. The County Health Department also regulates businesses which store wastes in underground tanks.

The County currently has no authority to monitor hazardous waste generators, although the County is seeking to become the enforcement agency through agreement with the State Health Department. Additionally, the County (Planning Department) has the responsibility for preparation of a County Hazardous Materials Disposal Plan, which was under preparation in 1987-88.

### *City Regulations and Requirements*

The City's Fire Department has been in the lead statewide in responding to the need to better monitor the storage and use of hazardous materials. In September, 1985, the City adopted an ordinance (Ordinance 1510) which requires, with some limited exemption, any person who uses or handles a hazardous material to annually obtain a permit from the Fire Department. The permit must list every hazardous substance being used and include a written Hazardous Materials Management Plan, which must demonstrate the safe storage and handling of hazardous materials. The Plan must also: (1) locate storage facilities and the quantities and types of materials being stored; (2) identify security precautions; (3) identify hazard labeling and warning signs; (4) contain a written inspection procedure; (5) contain a summary of the applicant's employee training program; (6) describe emergency equipment availability; and, (7) contain a contingency plan to use in case of any problems. As long as adequate inspection staffing is maintained in the Fire Department, existing City ordinances adequately address storage and handling of hazardous materials in local businesses.

After the City adopted its ordinance, the State Legislature passed the Waters Bill, requiring businesses to document hazardous materials. The City complies with this State legislation. State regulations require businesses to provide a plan showing where the materials are stored, prepare contingency plans and identify inspection responsibilities. The Toxic Substances Control Division of the State Health Department is responsible for monitoring businesses which use hazardous materials.

The City's Fire Department has also been in the lead in organizing for management of hazardous materials spills. In November, 1982, all Marin County cities, the County, California Highway Patrol and County Fire Districts signed a Joint Powers Agreement (JPA) to have a designated unit of the San Rafael



Fire Department contain hazardous materials spills, and a designated unit of the County to identify the type of spill and enforce applicable health laws and regulations regarding such spills.

Environmental review of major commercial projects on known or suspected landfill sites has included hazardous waste testing. For example, soils testing of Bayview Business Park was required as part of the Master Plan zoning.

### ***Hazardous Waste Conditions in San Rafael***

The impacts of hazardous waste spills or leaks vary tremendously, depending upon the nature of the hazardous substance, the amount and location of the spill or leak. State and county landfill monitoring programs will be continued, but they essentially apply only to operating landfills, and to certain former landfills. Further, most programs are self-testing and monitoring programs which need to be supplemented by independent testing prior to development of a site. In addition, the State-required time frame for monitoring former landfills is up to 12 years away. Non-ranked former landfills and sewage treatment plants, sites filled prior to 1974, and many old industrial or commercial sites currently being considered for redevelopment, also need to be investigated.

At the current time, it is the City's primary responsibility to insure that sites are safe for the type of development proposed. City policy and implementing ordinances then become the key factor to insure each site's safe development. Policies and ordinances need to be specific regarding the type and timing of testing, as well as who performs such testing, so that the extent of potential problems can be identified and mitigated. In addition, some sites may not be suitable for certain sensitive uses, such as residential development. The Geotechnical Review Matrix in the General Plan Appendices include guidelines for hazardous materials testing.

## **EMERGENCY PREPAREDNESS PLANNING**

Emergency (disaster) preparedness planning consists of three major components: government actions, private organization emergency response actions, and individual or small group actions. Emergency preparedness planning recognizes that in the first 72-hours after a major disaster, people must be self sufficient. Governments cannot provide all of the services that may be needed. Therefore, disaster preparedness involves planning efforts by local government, private organizations and local groups to identify resources, provide public awareness and formulate plans about what to do in an emergency situation.

### ***Government Response***

#### ***Emergency Plans***

Government disaster preparedness planning efforts are handled primarily by the Fire and Police Departments, as well as the County Office of Emergency Services. The County and each city are required to prepare disaster plans in accordance with State regulations (Govt. Code Chapter 7, Division 1, Title 2). The Disaster Plan is a plan primarily for government response to disasters. It assigns duties for emergency response, designates an emergency operating center and emergency shelters, and defines the emergency broadcast system.

The City's current Disaster Plan was revised and adopted in 1984. The organization for responding to various disaster situations is called the Incident Command System. Under this system, the City Manager is designated as the Director of Emergency Services, and defined emergency response operations duties

are shared by the Police, Fire and Public Works Departments. All City employees are designated "disaster service workers."

When an emergency occurs, the City Manager will establish the Incident Command System, alert residents, initiate evacuation as necessary; and mobilize needed resources. When an emergency occurs, the Plan states that the City will institute the "Incident Command System," mobilize and position personnel and materials, produce and provide warning information and instructions to the public, survey and evaluate the emergency situation, provide for care and treatment of casualties, provide for evacuation and/or rescue as required, implement health and safety measures, allocate vital resources, coordinate with the Red Cross for the care of people, enforce police powers in controlling movement of people, etc.

These procedures apply to all types of disasters. The current plan also details what to do in a nuclear war disaster, and identifies fallout shelter locations. The plan requires that radio systems subject to city control be used for emergency message transmissions. It identifies Stations KNBR, KSRO, and KCBS as primary emergency broadcast stations. The local radio station KTIM would also provide detailed emergency information.

Both the County and City are currently revising and reformatting their disaster plans to meet new state guidelines which build emergency response "checklist" plans around several specific hazards and incidents. The City will utilize much of the information prepared by the County.

#### *Public Information Programs*

In addition to disaster planning, the County Office of Emergency Services trains community groups about disaster preparedness. Both the County and the City distribute emergency preparedness pamphlets. Some materials available through the County are translated into Spanish.

The City's Fire Department also has a mobile unit which will be used within the next year to provide public education programs on individual emergency preparedness and to distribute emergency preparedness information. The City has also, through the recommendation of the Fire Department, funded two emergency medical supply caches located within the City for multi-casualty incidents.

#### *Other Government Disaster Response Issues*

Emergency connector routes to facilitate police and fire emergency response are being reviewed as part of the General Plan. Large area evacuation routes are Highways 101 and 580, and other major through roads, such as Lucas Valley Road, Sir Francis Drake Boulevard. Other than these primary roads, there are no viable evacuation routes for large numbers of people. However, many emergencies are limited in scale. In such instances, police and fire personnel may designate city streets as evacuation routes, depending on where the incident occurs.

Existing emergency connectors used by the Police and Fire Departments are fire roads, narrow residential streets, Andersen Drive, or bike paths. In recognition of the problems which have occurred when Highway 101 has been closed due to flooding or spills, the County Office of Emergency Services, in cooperation with the California Highway Patrol, Caltrans, local police, and public works departments is developing an emergency sign program. The purpose of this program is to prevent traffic from entering areas and contributing to the problem when there are hazardous conditions affecting Highway 101, and to direct traffic to safe alternate routes. Permanent detour signs will be installed at prominent locations along Highway 101 that can be used when needed. In addition, California Highway Patrol and City Public Works Department personnel will place temporary detour signs on routes leading to the highway.



An additional issue of concern is the lack of affordable housing for emergency service personnel. Fire, Police and Public Works staff often live out of the city and have been unable to get to work during recent major storms. City housing programs that require a small percentage of affordable housing units in new residential projects have given priority to City employees to address this problem.

### ***Private Response Actions***

In addition to governmental actions, the American Red Cross provides disaster training to private organizations countywide through a program funded by The San Francisco Foundation. The program was proposed in 1982 after major county storms identified a need for additional disaster preparedness, especially at the neighborhood level. The program set up four task forces to develop training programs for schools, neighborhoods, businesses and religious organizations. Each group developed a draft training program. In 1986, the Red Cross pilot tested these emergency preparedness plans. After testing, the plans were finalized, and in 1987 Red Cross staff were expected to go out into the community and train school, neighborhood, business and religious groups in disaster planning.

The Red Cross has also identified community shelters to be used in case of disaster, and has agreements to use these buildings. The community shelters, located throughout San Rafael, are primarily schools, churches, and community centers that have sanitary facilities and some cooking facilities and can accommodate approximately 2,000 people in a disaster. The list below shows potential shelters which could be opened, however, not all shelters will necessarily be opened in a specific emergency.

Bahia Vista School	125 Bahia Vista Way
San Rafael High School	185 Mission Avenue
First Presbyterian Church	1510 Fifth Avenue
Marin Academy	Fifth and Cottage Avenues
San Rafael Community Center	618 B Street
St. Paul's Episcopal Church	1123 Court Street
Church of the Redeemer	121 Knight Drive
Glenwood Elementary School	25 W. Castlewood Drive (P)
Peacock Gap Country Club	333 Biscayne Drive*
Lucas Valley Community Center	
Marinwood Community Center	1201 Idylberry
Miller Creek Middle School	2255 Las Gallinas
St. Vincent's School	4900 Highway 101
Gallinas School	177 N. San Pedro Road
Jewish Community Center	200 N. San Pedro Road (P)
Davidson Middle School	280 Woodland Avenue
Aldersgate United Methodist Church	1 Wellbrock Heights
Christ Presbyterian Church	620 Del Ganado Road
First Congregational Church	8 N. San Pedro
Terra Linda High School	320 Nova Albion Way (P)
Vallecito Middle School	50 Nova Albion Way
First United Methodist Church	8 Ross Valley Drive
Sun Valley Elementary School	75 Happy Lane

\* - potential designation, no agreement yet signed

(P) - designated primary area shelter

Emergency preparedness officials stress the importance for individuals and small groups to be prepared. With the many organizations working to provide small group and individual training, general emergency preparedness throughout the County should be significantly improved over the next few years. The need



to publicize and coordinate emergency plans will be part of this effort. In some areas, disaster preparedness information needs to be translated into Spanish and Vietnamese. Red Cross and Fire Department efforts are concentrating on providing information, although translation services may be more appropriately provided by non-profit groups with this capability.

## **POLICE SERVICES AND CRIME PREVENTION**

Police protection and traffic enforcement are provided by the City of San Rafael for all incorporated areas of the City. The Police Department is divided into two divisions: operations and support services. The operations division includes patrol, investigation, and traffic control services. The support services division includes records, dispatch, personnel, regulatory services, training and crime prevention units.

### ***Crime in San Rafael***

Nationwide, the crime rate has been declining for several years. A survey of 485 California jurisdictions ranks San Rafael's crime rate 201st in the State. Part I crimes, such as homicide, rape, robbery, assault burglary, larceny, and auto-theft have been decreasing in San Rafael since 1978. The total number of calls for service, however, have increased. Since the daytime population in the city is much higher than the nighttime population (approximately 72,000 day and 45,000 night), it is not surprising to find that the day and swing shifts experience the highest number of calls for service. In 1985, the day, swing, and graveyard shifts received 37%, 43%, and 19% of all calls for service, respectively.

According to a recent consultant-prepared evaluation of the San Rafael Police Department (Hughes-Heiss Report, 1981), local response times to calls for service are adequate and fall within reasonable ranges. Overall response times average 12.5 minutes. A factor that adversely affects response time is heavy peak hour traffic, especially from Downtown San Rafael to Terra Linda or East San Rafael.

Thefts are the most common type of crime in San Rafael. Typically, the retail, commercial, and light industrial areas have a higher crime rate than residential areas. A crime analysis unit is currently being developed for the San Rafael Police Department. As part of this project, the criminal reporting process will be automated, resulting in a criminal activity data base for the City. The Crime Analysis unit will use this information to analyze crime trends, patterns, and response times throughout the city. Availability of this information will also help address crime related problems in reviewing proposed development projects and in determining future police staffing needs.

### ***Crime Prevention Programs in San Rafael***

In most suburban neighborhoods theft is perceived as a greater hazard than crimes of violence. Burglary rates are believed to be related to the increasing number of homes which stand empty during the day. Additional hardware, such as locks, bolts, and alarm systems (target hardening) can partially reduce the risk of theft, particularly by the casual passer-by, but target hardening is much less effective against the professional or determined burglar. Citizen action and site design are more effective means of preventing theft.

The concept of defensible space is key in site design for crime prevention. Defensible space concepts include designing buildings and neighborhoods to promote the interest of residents in neighborhood activities. Such interest permits the identification of suspicious circumstances and persons, and

indicates to the potential criminal that there is a high risk of apprehension. The principles of defensible space include:

1. Visually well defined separation between public and private areas
2. Type and location of lighting to promote surveillance
3. Limiting building accessibility
4. Type and location of windows for security and to promote easy occupant surveillance of both public and private areas
5. Absence of interior hiding places
6. Appropriate street layout and parking
7. Use of landscaping to permit surveillance of open areas and entryways

Crime prevention through design has provided a greater degree of crime deterrence than target hardening in urban public housing developments. The principles are more difficult to apply to low-density residential areas, where the desire for privacy in home and subdivision design makes it more difficult for a family to watch out for the neighbors' property. In these areas, citizen action within the existing physical setting has been shown to be effective in reducing theft and crimes of violence.

There are a number of programs in San Rafael designed to discourage criminal activity. The Neighborhood Watch program, sponsored by the San Rafael Police Department, includes fostering acquaintance among neighbors, an attitude of care for neighboring properties, permanent identification marking of household items, and signs on the property indicating valuable items have been marked (Operation ID). These changes have proved effective by the increased number of calls to the Police Department reporting suspicious circumstances and by the unwillingness of criminals to trade in marked property. Other crime prevention programs in the City include Child Safety, Robbery, Burglary, and Sexual Assault Prevention programs.

Crime prevention through site design is addressed by the City's Development Review Committee at weekly or bi-weekly meetings. The committee consists of staff from the Police, Fire, Building, Public Works, and Planning Departments. The crime prevention goal of the committee is to ensure that crime-inviting or other hazardous features are not inadvertently incorporated into new development or new uses. New projects and discretionary uses are reviewed by the committee for potential security problems, as well as use of lighting, and other physical design features to reduce crime opportunity. After review by the committee, changes are made to the project to address city concerns prior to or as part of City permit approvals.

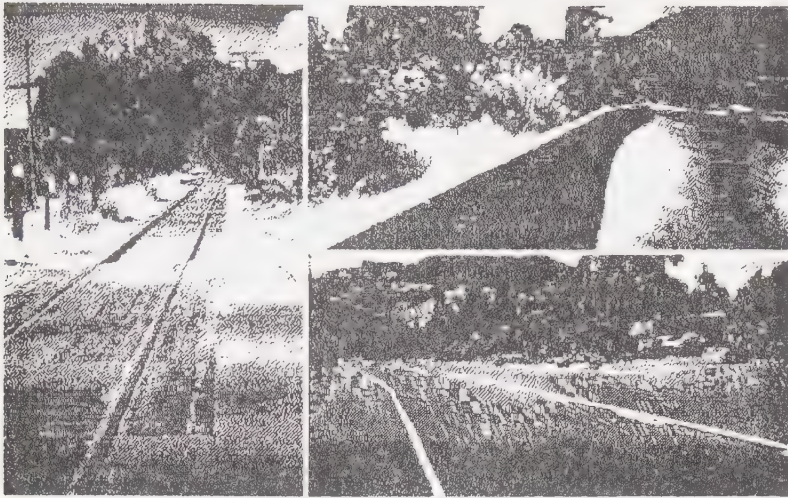






# **NOISE BACKGROUND**





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## NOISE BACKGROUND

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### INTRODUCTION

Background on Noise provides the information basis for the policies in the General Plan. Noise contour maps are included at the end of this section and in the Planning Department, and additional information on noise contours is available in the General Plan Appendices. This section includes the following parts:

1. State Guidelines and Requirements
2. General Information on Noise
3. Basis for Noise Standards
4. Existing Noise Problems in San Rafael
5. Projected Future Noise Sources
6. Existing City Requirements

### STATE GUIDELINES AND REQUIREMENTS

A Noise Element has been required as part of local General Plans since 1971. The State Legislature adopted the California Noise Control Act of 1973, which defined the following State noise findings and policy:

1. Excessive noise is a serious hazard to the public health and welfare.
2. Exposure to certain levels of noise can result in physiological, psychological, and economic damage.
3. There is a continuous and increasing bombardment of noise in the urban, suburban, and rural areas.
4. Government has not taken the steps necessary to provide for the control, abatement, and prevention of unwanted and hazardous noise.
5. It is the policy of the State to provide an environment for all Californians free from noise that jeopardizes their health or welfare.



To implement this policy, the State Office of Noise Control has established guidelines for the preparation of noise elements in local general plans. The following citation from the State Government Code summarizes the intent of the Noise Element:

A noise element which shall identify and appraise noise problems in the community. The noise element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:

- (1) Highway and freeways.
- (2) Primary arterials and major local streets.
- (3) Passenger and freight on-line railroad operations and ground rapid transit systems.
- (4) Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.
- (5) Local industrial plants, including, but not limited to, railroad classification yards.
- (6) Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

Noise contours shall be shown for all of these sources and stated in terms of community noise equivalent level (CNEL) or day-night average level (Ldn). The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified in paragraphs (1) to (6), inclusive.

The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise.

The noise element shall include implementation measures and possible solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the state's noise insulation standards.

## **GENERAL INFORMATION ON NOISE**

### ***Noise and Sound***

Noise is generally defined as unwanted sound. Whether a sound is unwanted depends on when and where it occurs, what the listener is doing when it occurs, characteristics of the sound (loudness, pitch and duration, speech or music content, irregularity), and how intrusive it is above background sound levels.

Noise is also subjective; one person's music is another person's noise. The degree of noise impact also depends on people's awareness and attitudes. For example, people are more likely to object to noise they believe is unnecessary, or to sounds associated with safety concerns. Attitudes that can decrease noise impacts are whether one's employment is derived from it, or whether the noise is viewed as a typical condition and there is little that can be done about it.

Sound moves in waves from its source, like ripples in a pool of water. It can be reflected, scattered, or absorbed as it moves through space. As a general rule, if a noise source can be seen, it can be heard. If the source is shielded from view by a substantial barrier, noise will be reduced. Landscaping does not reduce noise significantly: as wind passes through landscaping, so does noise. However, landscaping may produce a feeling of isolation from the noise source.

### ***Noise Measurement***

Individual noise events are typically described by the maximum generated A-weighted sound pressure level. The sound pressure is measured in decibels, abbreviated "dB". A-weighted sound pressure levels

are commonly referred to as dBA. The "A-weighting" accounts for the way that the human ear responds to sounds of different frequencies. Some common noise sources and their typical maximum A-weighted sound pressure levels follow:

# **TYPICAL SOUND LEVELS MEASURED IN THE ENVIRONMENT AND INDUSTRY** A-WEIGHTED SOUND PRESSURE LEVEL IN DECIBELS

	140	
	130	Threshold of Pain
Civil Defense Siren (100')		
Jet Takeoff (200')	120	
	110	
Riveting Machine		Rock Music Band
	100	Piledriver (50')
Diesel Bus (15')		Ambulance Siren (100')
	90	Boiler Room
Bay Area Rapid Transit Train (10')		
Printing Press Plant		
Pneumatic Drill (50')	80	Garbage Disposal in Home (3')
SF Muni Light-Rail Vehicle (35')		
Inside Sports Car, 50 mph		
Freight Cars (100')	70	
	60	Data Processing Center
Vacuum Cleaner (10')		Department Store
Speech (1')	50	Private Business Office
Auto Traffic Near Freeway		Light Traffic (100')
Large Transformer (200')	40	
Average Residence		Typical Minimum Nighttime Levels--
	30	Residential Areas
Soft Whisper (5')		
	20	
Rustling Leaves		Recording Studio
	10	
Threshold of Hearing		Mosquito (3')
	0	

(100')= Distance in feet between source and listener

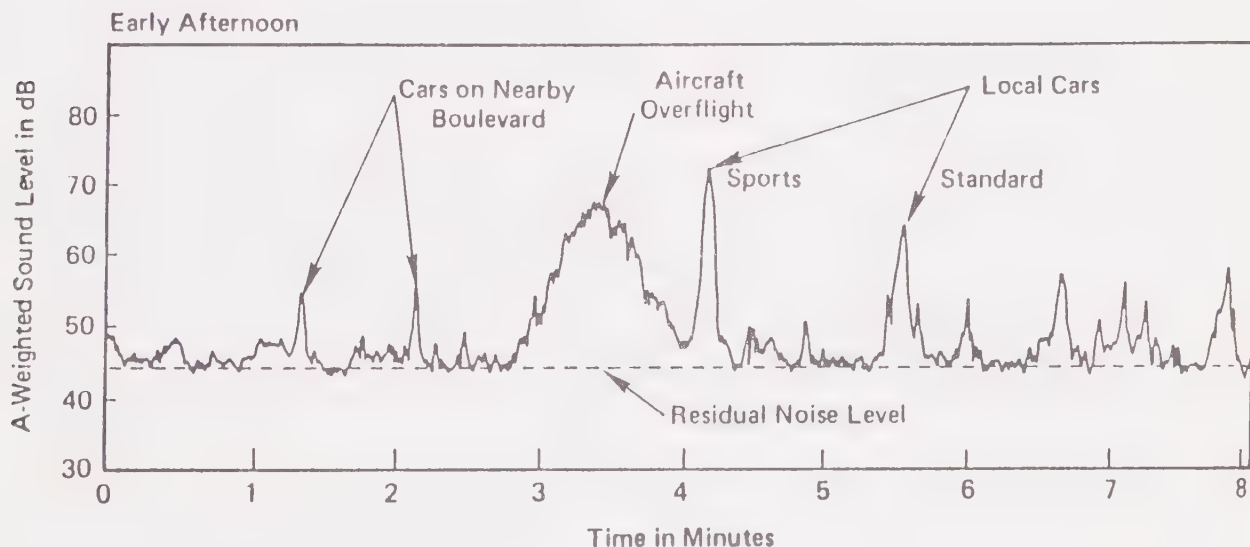
The decibel scale is based on the logarithmic relationship of a measured sound pressure to a reference sound pressure. As it turns out, people tend to respond to changes in sound pressure in a logarithmic manner. In general, a 1 dB change in the sound pressure levels of a given sound is detectable only under laboratory conditions. A 3 dB change in sound pressure level is considered a "just detectable" difference in most situations. A 5 dB change is readily noticeable and a 10 dB change is considered a doubling (or halving) of the subjective loudness.

For each doubling of distance from a point noise source, the sound level will decrease about 6 dBA. In other words, if a person is 100 feet from a machine, and moves to 200 feet from that sound source, sound

levels will drop about 6 dBA. For each doubling of distance from a line source, like a roadway, noise levels are reduced by 3 - 5 decibels, depending on the ground cover between the source and the receiver.

Two identical sounds combined increase sound by 3 dBA. As an example, two 70 dBA cars passing by at the same time will create 73 decibels. If one source is more than 10 dBA above another, the lesser noise adds practically nothing to the overall sound level.

Community noise is the result of the combination of noises generated by many individual noise sources. The following graphical representation of the variation in noise level over an 8-minute time period at a streetside location shows that the use of the maximum A-weighted sound pressure level during the time period would not really describe the noise environment.



Many methods have been developed for evaluating community noise to account for, among other things:

- the variation of noise levels over time;
- the influence of periodic individual loud events; and
- the community response to changes in the community noise environment.

The simplest and most commonly used method is the day/night average level or Ldn. The Ldn is a measure of the 24-hour average noise level at a given location. It was adopted by the U.S. Environmental Protection Agency for developing criteria for the evaluation of community noise exposure. It is based on a measure of the average noise level over a given time period called the Leq, or equivalent sound level. The Leq can be thought of as the steady sound level which, in a stated period of time, would contain the same acoustic energy as the time-varying sound level during the same period. The Leq of the 8-minute sample charted above is 55 dBA. The Ldn is calculated by averaging the Leq's for each hour of the day at a given location after penalizing the "sleeping hours" (defined as 10:00 p.m. to 7:00 a.m.) by 10 dBA to account for the increased sensitivity of people to noises that occur at night. The General Plan noise contour maps (available in the Planning Department) and corresponding noise contour charts contained in the General Plan Appendices show the Ldn noise levels in the City generated by the freeways and major local streets. Additionally, the Plan contains noise contour maps for the Marin Ranch Airport and the proposed future heliport, which with major roads were the only identified major noise sources from the local noise survey.



## ***Effects of Noise on People***

The noise environment has a significant impact on the City's overall quality of life. Below are some of the effects of noise on people.

1. **Medical and Annoyance Effects.** According to the Environmental Protection Agency (EPA), damage to the human ear can occur at about 70 dBA. Permanent hearing damage can occur at 80-85 dBA, if sustained over 8 hours a day over the course of a worker's career. Higher levels cause hearing damage in shorter period of time. Noise above 40-45 dBA can disturb a sleeping person: whether a person awakens will depend on noise levels, type of noise, stage of sleep, age, and so on. Older people and persons who are ill are particularly susceptible to sleep interference caused by noise. Speech interference begins occurring at 45-50 dBA, and becomes severe at 60 dBA or above. Sounds above 70dBA can cause physical stress reactions, such as tightening of the stomach muscles, increased heartbeat and adrenaline flow. Over a period of time these reactions can lead to ulcers, intestinal malfunctions, and heart disease.
2. **Economic Effects.** Studies have found that work performance can be affected at noise levels of 65dBA and above. Some effects of noise on work performance are as follows: Noise is more likely to reduce the accuracy of work than to reduce quantity. Complex tasks are more likely to be affected by noise. Higher frequency, intermittent and impulsive sounds are more disruptive than lower or more steady state sounds. Noise causes higher accident rates. Other adverse economic costs of noise are housing turnover; soundproofing for noise-producing equipment and noise-impacted buildings; and the costs of constructing noise barriers adjacent to noise sources.

## **BASIS FOR NOISE STANDARDS**

It is difficult to specify noise levels which are generally acceptable to everyone. What is annoying to one person may be unnoticed by another. Standards may be based on documented complaint activity in response to documented noise levels, or based on studies on the ability of people to sleep, talk, or work under various noise conditions. All such studies, however, recognize that individual responses vary considerably. Standards usually address the needs of most of the general population.

With this caution in mind, noise standards for planning purposes need to examine outdoor and indoor noise levels acceptable for different uses. The standards must relate to existing conditions in the City so that they are realistically enforceable and consistent with other General Plan objectives.

The State Government Code requires that sound level information in noise elements of general plans be expressed in either of two indices (noise levels from these two indices can usually be considered about equal):

1. **Ldn** (Sound Level, day-night average): The average dBA sound level during a 24 hour day. Sound levels during the night are weighted over those during daylight hours, by adding ten decibels to actual sound levels during the period from 10 p.m. to 7 a.m. to recognize the increased annoyance factor related to noise at night.
2. **CNEL** (Community Noise Equivalent Level): This index is the same as Ldn except that 5 decibels are added to sound levels during the evening period of 7 p.m. to 10 p.m., in addition to the Ldn nighttime noise weighting.

The outdoor noise environment throughout the United States varies considerably. Outdoor Day-Night Average (Ldn) sound levels can be as low as 30 to 40 dBA (Ldn) in wilderness areas and as high as 85-90 dBA (Ldn) in noisy industrial urban areas. The EPA has estimated that nearly half of the nation's metropolitan population live in areas exposed to levels between 55 to 60 dBA (Ldn). In San Rafael, Ldn

levels in residential areas are as low as 45 dBA (Ldn) in quiet valleys shielded from major roads, to as high as 65-75dBA (Ldn) along highways and major roads.

To provide a satisfactory noise environment and to minimize complaints about community noise, the city must have standards for evaluating the compatibility of land uses with respect to outdoor and certain indoor noise levels. The purpose of a land use compatibility analysis is to screen projects which may require specific design considerations to mitigate noise impacts. The noise exposure contours are used in conjunction with the Land Use Compatibility table located in the Noise policies portion of the General Plan, to make such a determination.

The noise exposure in the table refers to the outdoor day/night average noise level (Ldn). A project in the "normally acceptable" category would be acceptable in terms of both its indoor/outdoor noise exposure without special noise abatement measures. Where outdoor noise exposure is less important, projects can be designed to provide acceptable interior environments in the "conditionally acceptable" category. This may involve providing air conditioning so that windows can remain closed, or, at higher levels, sound rated windows and walls. Acoustical reports are recommended to be required where the noise exposure is "conditionally acceptable" or "normally unacceptable."

The State Office of Noise Control, in its Land Use Compatibility Standards table, defines an outdoor level of Ldn 60dB or less as being "normally acceptable" for residential uses, schools, libraries, churches, and hospitals. The intent of the 60 dBA (Ldn) level is partly to provide acceptable outdoor levels. A 60 dBA (Ldn) is generally considered to be an appropriate exterior level near roadways where outdoor use is a major consideration, such as in backyards, recreation areas in residential projects, and many park areas.

A second intent of the 60dBA (Ldn) standard is to provide, either through design, location, or insulation, for interior noise levels no greater than 45dBA (Ldn), which is generally accepted as the maximum acceptable noise level for most indoor residential activities. This assumes that the typical building reduces outdoor noise by 10 - 15 decibels with windows open and 20 - 24 decibels with windows closed (smaller windows and better construction will provide the higher end of the range). Typically, if outdoor noise is less than 60 dBA (Ldn), average wall and window construction will reduce noise levels below 45 dBA (Ldn), even with partially open windows. Closed windows and mechanical ventilation may be needed where outdoor noise levels are above 60 dBA (Ldn).

It should be noted that if the noise source is aircraft, people will generally be annoyed at a lower average sound level than for other transportation sources. Recent studies have suggested that aircraft noise events may be more annoying than traffic noise when they generate the same Ldn because of the very high peak levels generated. Special consideration, therefore, should be given to situations where the exterior day-night average (Ldn) exceeds 55 dBA due to aircraft events alone. In these situations, the City's noise consultant recommends that new single family residential developments be discouraged, new homes be permitted within the 55 dBA (Ldn) noise exposure area only if insulation is required, and that no residential development be permitted within the 65 dBA (Ldn) area. State Airport Noise Standards (Administrative Code Title 4, Subchapter 6 §5000) apply to all State airports. They consider residential uses to be incompatible within a CNEL of 65 dBA, which is equivalent to a 65 dBA (Ldn) noise exposure area, and requires airport operators to monitor noise levels and reduce the 65 dBA (Ldn) contour so that no residential areas are covered. Noise contours for the Marin Ranch Airport are shown on Map GP-26. The 55 dBA (Ldn) contour does not currently affect any existing residences.

State Noise Insulation Standards are consistent with the Office of Noise Control residential Land Use Compatibility standards. In 1974, the State adopted Noise Insulation Standards (Title 25, State Administrative Code) for new hotels, motels, and dwellings other than single family detached dwellings. Those standards established 45 dBA (Ldn) as the maximum interior sound level (attributable to exterior sources) in any room. Where exterior sound levels are 60 dBA (Ldn) or above, acoustical analyses for projects are required to ensure that the structure has been designed to limit outside noise to the allowable interior levels. The State Noise Insulation Standards also include standards to be met for sound transmission between units. One of the purposes of requiring noise elements in local general plans is to



help implement these interior insulation regulations by identifying where special remedial measures are required.

There is general consensus that a day-night average of 45 decibels (45 dBA [Ldn]) is the highest acceptable residential interior noise level. However, this standard is not very protective against sleep disturbance. Establishing a local standard of 40 dBA (Ldn) for new bedrooms would protect against sleep interference and would encourage building designs which locate sensitive sleeping areas on the quieter side of the building. Such a standard would also be appropriate for sleeping rooms in hospitals and nursing homes, where people are particularly sensitive to sleep interference from noise.

The basis for establishing indoor noise levels for other uses would be to minimize disturbance, maintain adequate speech communication, and protect against hearing loss. Appropriate interior noise levels in commercial and industrial buildings, are dependent on the use of the space. For example, noise levels in private offices should generally be quieter than for data processing rooms. Therefore, interior noise level criterion should be the responsibility of the commercial occupant or project sponsor, provided they do not exceed Occupational Health and Safety Administration (OSHA) limits.

## **EXISTING NOISE PROBLEMS IN SAN RAFAEL**

### ***Community Noise Survey***

Traffic noise is the primary noise nuisance in San Rafael. From 267 replies to the City's March, 1986 Noise Survey, cars and trucks ranked far ahead of any other single noise source in all areas of the City. Percentage results from the survey were as follows (note that percentages do not add up to 100% since many people cited more than one noise problem):

- 70% of persons replying were bothered by car or truck noise
- 42% cited motorcycles
- 23% neighbors
- 21% barking dogs
- 9% airplanes
- 6% business or industry
- 6% miscellaneous

While high amounts of traffic caused complaints on major streets, an important finding regarding car and truck noise was that a large number of all vehicle related complaints specified "speeding" vehicles, or cars with modified mufflers. Most objectionable to people were unnecessary or excessive noise events. Specific problem areas identified were Point San Pedro Road, where speeding trucks from the quarry generated numerous complaints; the Miracle Mile, in the vicinity of Greenfield Avenue; Woodland Avenue, in the vicinity of Eva and Bungalow; and Highway 101.

Complaints about neighbors and barking dogs occurred throughout the City. Neighbor complaints primarily involved people playing stereos or radios too loudly, bands with amplifiers, loud parties, lawn mowers and leaf blowers. Miscellaneous complaints included construction noise, animals other than dogs, boats, the County Fair, etc. These kind of complaints are typically handled through local noise ordinances and nuisance ordinances.

Airplane noise complaints were located primarily around the Marin Ranch Airport, although scattered complaints were received throughout the City. Business or industry complaints were concentrated on San Marino Drive and Point San Pedro Road where neighbors are concerned about blasting at the San Rafael Rock Quarry or truck traffic from the quarry. The quarry blasting has been a subject of past litigation and is very carefully monitored by the quarry owner to remain within acceptable limits. A few scattered complaints were received from mixed residential/commercial areas Downtown, and the Woodland area south of Downtown, and from residential neighborhoods regarding swim schools, preschools, etc.



## ***Noise Exposure Areas in San Rafael***

State General Plan law (Government Code §65302) requires cities to prepare noise contours around major noise sources to identify high noise exposure areas. "Noise exposure areas" are defined as those areas where noise levels exceed 60 dBA (Ldn). New residential and other noise sensitive use construction within these areas require acoustical analyses to insure that buildings are designed to adequately reduce sound levels. Existing noise exposure areas located along Highways 101 and 580 and major streets. Major streets include Andersen Drive, Francisco Boulevard West, Woodland Avenue, D Street, Irwin Street, Lincoln Avenue, Heatherston, Second and Third Streets, Fourth Street, portions of Fifth Avenue, Mission and B Streets, Francisco Boulevard East, portions of Kerner and Bellam Boulevards, Grand Avenue, Point San Pedro Road, North San Pedro Road, Merrydale, Civic Center Drive, Redwood Highway, Los Ranchitos, Las Gallinas, Manuel Freitas Parkway, Lucas Valley Road, Smith Ranch Road and Miller Creek Road.

Residential uses are found within existing noise exposure areas primarily along D Street, Lincoln Avenue, Grand Avenue, Point San Pedro Road, Merrydale, and Las Gallinas Avenue, although some homes are affected on other routes. No commercial or industrial uses have been identified to be major ongoing high noise sources for which noise contours need to be prepared.

## **PROJECTED FUTURE NOISE SOURCES**

### ***Traffic Noise***

Major existing streets and highways can be expected to continue to be the major noise sources in the future. In most cases there will not be significant increases in noise from these sources. Studies (Kryter, Effects of Noise on Man) have shown that a 3 dBA increase or decrease in the average traffic noise level is required before the majority of people would notice the change. A 3 dBA change is realized by a doubling or halving of the traffic volume or by about a 7 mile per hour increase or decrease in speed.

Higher noise levels are also expected along certain planned road extensions and new arterials including Andersen Drive, the North Redwood Drive extension north of Smith Ranch Road, the Civic Center area "eastside arterial" and others. Land use planning, with appropriate noise reduction mitigation, will establish land use, site and building design acceptable for new development adjacent to these road extensions and high noise generating routes. In the St. Vincent's/Silveira area, setbacks of approximately 400 feet from the edge of Highway 101 and landscaped earth berms are recommended to reduce noise levels to levels acceptable for the proposed residential development areas. Along other roadways, sound insulation of buildings, solid fences, or both, will reduce noise to acceptable levels.

### ***Future Transitway***

An expected major additional noise source is the Northwest Pacific Railroad Right-of-Way transitway. There is currently insufficient information to evaluate noise impacts of the proposed transitway, but it is very likely that noise levels from a transitway would exceed the City's "normally acceptable" level for residential development. Given the high number of existing and proposed residences located close to the transit corridor, a detailed noise assessment of the various alternatives should be prepared before a decision as to the type of vehicle is made. Once a decision on the type of transit use is made, estimates can then be determined on the daily average number of trips and the distribution throughout the day. The Noise Element will then need to be amended to include noise contours for the project. Additionally, the proposed transitway project will need to include appropriate mitigation measures to reduce noise impacts.

The three basic types of vehicles that could be used along the future transitway are diesel buses, light rail vehicles (such as the type used by MUNI in San Francisco), and diesel electric railroad trains (like the new CALTRANS on the Peninsula). These vehicles have significantly different noise generation

characteristics. The trains, even the new generation of trains used by CALTRAIN, would be the loudest under any operating condition. Assuming an average travel speed of 45 to 50 miles per hour (mph) along the right-of-way, the trains will generate maximum levels in the range of 88 to 93 dBA measured at a distance of 50 feet. Diesel buses generate noise levels of 76 to 85 dBA at a distance of 50 feet and at these speeds, the lightrail vehicles will generate noise levels similar to a bus.

The noise generating mechanism of the lightrail vehicles are significantly different than the buses and trains. While the engine and the exhaust of the buses and the diesel locomotives are the major noise sources, the lightrail vehicle noise is generated by the interaction of the metal wheels and rails. Because this noise source is close to the ground, it is easier to mitigate through the use of barriers. It should be noted that trains must sound horns at grade crossings, which is a significant source of noise nuisance.

### ***Heliport***

A limited use heliport has been approved by the City in the southeast portion of the City. Surrounding uses are light industrial/office, and the proposed shoreline park band. The heliport has not been constructed to date and the property owner is interested in a larger heliport operation, but numbers and types of helicopters are unknown.

The proposed standard for the heliport is 65 dBA (Ldn) at the nearest existing commercial buildings and the shoreline park. These standards do not protect the shoreline band as a "quiet refuge." If it is the intent of the City to have the park be a quiet use area, a 50 d (Ldn) level would be more appropriate. However, this standard would nearly preclude the heliport use. The 65 dBA (Ldn) standard would provide an "acceptable" level for general commercial buildings, the predominant land use in the area, and would be compatible with an active recreation use area, while still allowing a significant number and varying types of operations. Given the low level of use the shoreline band portion adjacent to the heliport is expected to receive, a 65 dBA (Ldn) standard is generally appropriate, however, the heliport Use Permit could also set limits on the numbers of weekend flights to minimize noise nuisance when park use would be heaviest. In addition to the 65 dBA (Ldn) exterior standard, maximum interior levels of 60 dBA (Ldn) in commercial buildings is recommended to protect against significant work interference.

### ***Airport***

If Marin Ranch Airport remained and did not increase in operations, it would be "acceptable" from a noise impact standpoint, although it has generated complaints from neighbors due to high peak noise levels of some planes. No major increases in airport operations are anticipated. The site is currently encumbered by a covenant which restricts use to the airport, recreation and limited other uses described in the Declaration of Restrictions. However, should the City, County and property owner agree to modify the Declaration to permit different land uses, the Airport site is envisioned to develop with residential uses, a neighborhood convenience center, a golf course and possibly a neighborhood park.

## **EXISTING CITY REQUIREMENTS**

### ***Highway 101 Soundwall***

Additional lanes were added in 1986-7 to Highway 101 between Mission Avenue and Miller Creek. As part of that project, the State was required under Federal Highway Administration Noise Standards to construct soundwalls adjacent to residential neighborhoods to reduce already very high levels and minimize noise impacts of the widened roadway.



## ***City Noise Standards and Requirements***

The City Municipal Code §8.12.100 prohibits "loud or unusual noises" as follows:

No person shall maintain, emit or make, or cause, suffer or permit to be maintained, emitted or made, any noise or sound produced by human, animal, mechanical or other means, between the hours of nine p.m. and seven a.m., which by reason of its raucous or nerve-wracking nature, shall disturb the peace or comfort or be injurious to the health of any person or persons.

The City may also prosecute major noise problems under the "disturbing the peace" §415 of the State Penal Code which states: "Any person who maliciously and willfully disturbs another person by loud or unreasonable noise, or by tumultuous or offensive conduct . . . is guilty of a misdemeanor, and upon conviction by a court of competent jurisdiction shall be punished by fine not exceeding two hundred dollars, or by imprisonment in the county jail for not more than ninety days, or by both fine and imprisonment, or either, at the discretion of the court."

Neither of these sections are particularly effective in eliminating noise conflicts. The City Code section intends that raucous or nerve-wracking noise only be considered a problem at night; in the State Code section, malicious and willful intent must be proven. In either case, problems must be major and generally require several persons being severely disturbed for a court decision to be made in favor of a complainant. Simplified noise ordinance sections based on quantifiable limits, with fines levied for infractions, could provide a shortcut to resolving such conflicts. Such an ordinance could assist in making a determination whether the noise complaint is reasonable, and would limit excessively loud noises which occur during the day.

Vehicle noise limits are established by State law, and are enforced on City streets by City police. The Highway Patrol has developed explicit procedures and training programs for enforcement of excessive vehicle noise in urban areas. Proper muffling can bring most motorcycles and almost all cars and trucks within State specified limits.

The number and severity of complaints regarding motorcycles and excessively noisy or speeding truck and cars indicate this is a problem of some importance in San Rafael. It can be dealt with under existing legislation if adequate manpower and equipment are provided to law enforcement agencies. Generally, enforcement of noise regulations is somewhat sporadic, especially given other law enforcement responsibilities.

Planning Department staff is responsible for evaluating noise impacts as part of reviewing proposed new projects, remodel projects or requests for Use Permits. Conditions of project approval may include conditions to reduce noise levels for project occupants and nearby neighbors. For example, soundwalls along the perimeter of a major road may be required by City staff, or limits on hours of construction and construction truck routing may be required. The Building and Planning Departments are responsible for enforcing State Noise Insulation Standards at the Building Permit stage of development.

The Northgate Plan included funding in the Traffic Mitigation Fee program to mitigate cumulative increases in traffic noise as the area develops. The Northgate Plan, consistent with the General Plan, proposed a 65 dBA (Ldn) level as an acceptable upper limit for existing residences, because typical residences with windows closed reduce exterior sound levels 20 dBA (Ldn), allowing acceptable interior standards (45 dBA [Ldn]) to be maintained. Additionally, the building provides shielding for backyard areas (approximately 5 dBA) and, thus, would meet outdoor noise standards. The Plan provided partial funding to identified residences affected by traffic noise to install mechanical ventilation, double windows or other sound insulation measures.



The Draft East San Rafael Plan also proposed a noise mitigation program to provide partial funding for installation of air conditioning in existing residences facing Bellam Boulevard, where noise levels are projected to increase significantly. Only new development contributing to Bellam Boulevard traffic levels east of Kerner would contribute to the noise mitigation program.

Other neighborhood plans have limited traffic noise by providing circulation plans which route traffic away from main residential streets and limit through circulation.



# APPENDICES





## **APPENDIX A**

### **GLOSSARY**





## GLOSSARY

**Accessible Housing:** Units that are accessible and adaptable to the needs of the physically handicapped.

**Affordable Housing:** The generally accepted measure of affordable housing means spending no more than 25-33% of one's gross income on housing costs. For example, a beginning school teacher earning \$20,000 per year can afford to pay up to \$550 per month for housing. A beginning police officer or fire fighter earning \$26,000 per year can afford up to \$715 per month.

**BMR units (Below Market Rate Units):** Rental or sales units made available to low and moderate income people at below market rates. See "Housing affordable to low and moderate income households" in Housing Background.

**Bonus Trip Allocations:** Non-parcel-specific "extra" trip allocations that are reserved for projects providing significant amounts of affordable housing, needed neighborhood serving commercial or other specified uses.

**Creeks:** Permanent and intermittent watercourses as identified on Map GP-23, which is based on information from the latest U.S.G.S. and Fish & Wildlife Service Maps.

**Creek Setback:** A minimum 25-foot setback from the high top of creek banks as defined.

**Density:** As used in the Plan, makes reference to the number of housing units per gross acre. The Plan uses five categories of density. They are:

Hillside Resource Residential: 0.1 to 0.5 units per gross acre

Hillside Residential: 0.5 to 2 units per gross acre

Low Density Residential: 2 to 6.5 units per gross acre

Medium Density Residential: 6.5 to 15 units per gross acre

High Density Residential: 15 to 32 units per gross acre.

Gross acreage includes public streets, which are typically 20-30% of any area.

**Density Bonus:** Additional residential units -- greater than that which would normally be allowed under land use/zoning regulations; permitted to a project developer in return for providing some benefit to the City.

**Diked Historic Baylands:** Diked Historic Baylands are the historic Bay marshlands and Bay waters, as shown on the Historic Marshland and Shoreline Map, which have since been diked.

**Drainageways:** Major intermittent watercourses or ephemeral streams identified on Map GP 23, which is based on information from the latest U.S.G.S. and Fish & Wildlife Service Maps.

**Dwelling Unit:** A residence designed for occupancy by one household.

**Evening Peak Hour Trips:** The number of vehicular trips generated to and from a site during the busiest hour between 4 and 6 p.m.

**Fast Track Processing:** Fast track processing is the processing of a project ahead of other projects submitted at the same time but still providing for all regular project reviews.

**Floor Area Ratio (FAR):** A measure of the intensity of development of commercial structures. The FAR is calculated as the total gross building square footage divided by the project land area owned in fee. FARs do not include adjacent public streets.

**Height of Building:** The vertical distance as measured per the latest adopted Uniform Building Code.

**High Top of Creek Banks:** The side of a creek, the top of which shall be the topographic line roughly parallel to the creek centerline, where the side slopes intersect the plane of the ground traversed by the creek. Where the banks do not distinguishably end, the surrounding country being an extension of the banks, the top of such banks shall be determined by the Planning Department.

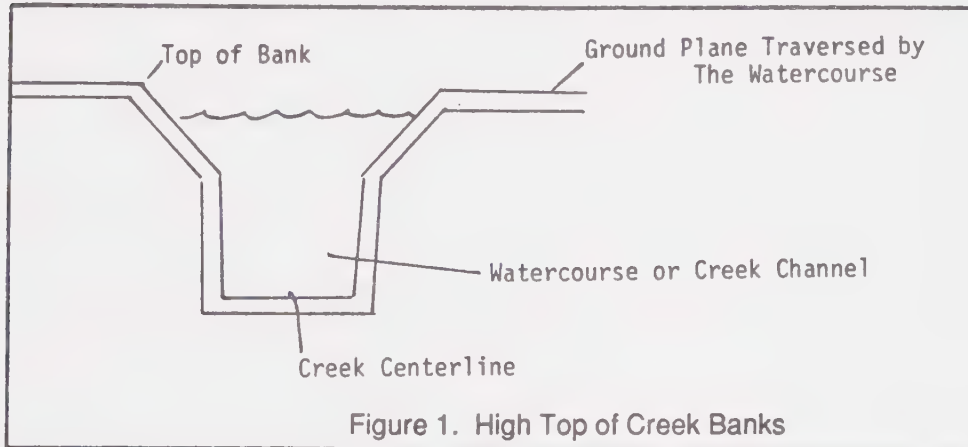


Figure 1. High Top of Creek Banks

**Housing "Affordable to Low and Moderate Income Households"** (See Housing Background)

**Housing Costs:** The monthly mortgages' principal and interest, property taxes, homeowners insurance, and condominium fees, where applicable, for ownership units; and the monthly rent for rental units

**HUD:** The United States Department of Housing and Urban Development or its successor.

**Inclusionary Unit:** An ownership or rental housing unit as required by the city, which is affordable to households of low or moderate income.

**Inclusionary Zoning:** The establishment of incentives (for instance, density bonuses) or standards (for example, linkage of new office construction to residential construction as in San Francisco) encouraging construction of units for low and moderate income residents. State law has several provisions requiring that inclusionary zoning be provided.

**Income Eligibility:** The gross annual household income considering household size and number of dependents, income of all wage earners, elderly or disabled family members and all other sources of household income.

**Infill development:** Development of small vacant parcels in already built-up areas.

**Intensity:** As used in the Plan, applies to the amount of commercial development permitted on parcels. The Plan uses Floor Area Ratios (FARs) and evening peak-hour trips to define this intensity.

**Levels of Service:** A standard method of describing operating conditions based on a comparison of street or intersection volumes to the theoretical capacity of the facility. (See Circulation Background Discussion, p. 189)

**Lincoln Avenue Corridor:** The multifamily and office/residential area south of Puerto Suello Hill, north of Mission Ave., west of Highway 101 and east of single family homes on the east (downhill) side of Prospect Drive following the 1986 boundary between R-1 single family and R-4 multifamily zoning. The Lincoln Corridor does not include Prospect Drive nor any other single-family residential area of San Rafael Hill.

**Low Income Households:** Households earning 50-80% of the median household income as shown on the latest HUD income limit tables.

**Median Household Income:** The middle point at which half of the City's households earn more and half earn less.

**Mitigation:** A measure used to lessen the impact of an action.

**Moderate Income Households:** Households earning 80-120% of the median household income as shown on the latest HUD income limit tables.

**Open Space:** Term applied to undeveloped land, usually land designated for parks, greenbelts, water features, nature preserves and the like.

**Persons Per Household (PPH):** The statistical average number of persons in a household.

**Possible:** It is available and capable of being done after taking into consideration cost, existing technology and logistics in light of overall project purposes.

**Resale Controls:** Legal restrictions by which the price of inclusionary units will be controlled to insure that the unit is affordable by low or moderate income households over time.

**Sphere of Influence:** The ultimate probable physical boundaries of a local agency, such as the City of San Rafael.

**Traffic Mitigation Fee:** A development fee charged to pay for identified circulation improvements times the cost of new improvements. The fee is calculated as the project's peak-hour trips times the cost of new area-wide improvements, divided by the total adjusted trips paying.

**Transportation System Management (TSM):** The use of incentives and disincentives by the city and local employers to assist in reducing the number of single passenger auto commute trips and peak-hour trips by increasing the use of vanpools, public transit, bicycles, walking and through the use of flex-time.

**Trip Allocations:** Individual parcels are assigned a proportion of area p.m. peak-hour trips based on typical peak-hour trip generation in order to maintain or achieve level of service standards, both short term and long term.

**Vacancy rate:** The percentage of unoccupied units in an area at a given moment. A housing vacancy rate of 4.5 to 5% is generally considered a healthy balance between supply and demand. The overall vacancy rate in San Rafael in 1986 was 1.13%.

**Very Low Income Households:** Households earning less than 50% of the median household income as shown on the latest HUD income limits table.

**Wetland:** Wetlands are those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. (Same as U.S. Army Corps of Engineers definition)





**APPENDIX B  
LAND USE TRAFFIC  
ALLOCATIONS  
(1991)**





Assess Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	3P Trips
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January 1991

## EAST SAN RAFAEL/FRANCISCO BLVD. WEST

802001	Residential	400 Canal	-	0.52	6		5
808211	I/O	77 Larkspur	.22-.33	0.18	1725-2509		3 - 5
808213	I/O	63 Larkspur	.22-.33	0.18	1725-2509		3 - 5
808222	I/O		-	-	0	Merge with 808241	0
808302	I/O		.22-.33	0.45	4312-6469		9 - 11
808402	I/O		0.33	0.13	1869	Partially Developed	3
809114	I/O	65 Vivian	0.38	0.44	6050	Partially Developed	8
809305	I/O	92 Louise	0.33	0.41	4840	Partially Developed	7
809306	I/O	96 Louise	0.33	0.74	8460	Partially Developed	12
809307	I/O	96 Louise	0.33	1.37	15110	Partially Developed	21
809315	Specialty Retail	Whole Earth	0.26	0.39	4420	Former 809311	9
810123	I/O	33 Lisbon	-	-	See 810124		0
810124	I/O	31 Lisbon	0.33	0.14	1210	Partially Developed	2
810137	Retail	911 Francisco	0.18	0.3	625	Partially developed	3
810402	I/O		0.33	0.85	10280	Partially developed	14
810504	I/O		.22-.33	0.14	1342-2012		3 - 4
901000	Neigh. Retail		0.21	-	40000	Neighborhood retail reserve	240
901000	Residential		-	-	100	Affordable housing reserve	85
901000			-	-		Underdeveloped parcel reserve	40
901016	Park	City Owned	-	6.14			81
901017	Residential	Spinnaker OTBay	-	1.7	396	Zoning for 246 unit	337
901018	Residential	Spinnaker OTBay	-	17.5	See 901017	Project approved	0
901019	Residential	Spinnaker OTBay	-	15.3	See 901017	111 unit first phase	0
901020	Residential	Spinnaker OTBay	-	0.1	See 901017	Under construction	0
901021	Residential	Spinnaker OTBay	-	2.4	See 901017		0
901022	Residential	Canalways	-	15	225	Portion of 85 acre site	191
901023	Residential	Canalways	-	-	See 901022		0
901024	I/O	Canalways	.26-.38	10	113256-165528	Portion of 85 acre site	232 - 300
910001	Residential	Spinnaker OTBay	-	10.4	See 901017		0
910004	Residential	Spinnaker OTBay		3.3	See 901017		0
910005	Residential	Spinnaker OTBay	-	0.15	See 901017		0
912120	I/O	Ham Construction	.26-.38	0.57	6456-9500	If parking resolved	13-17

Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
912214	I/O	3000 Kerner	.26-.38	1.39	15743-23008		32-42
912309	I/O	1305 Francisco	0.38	0.32	3100	Partially developed	4
912315	I/O	Zappetini	.26-.38	0.18	2039-2980		4 - 5
912317	I/O	1205 Francisco	.26-.38	1.02	5095-10395	Partially developed	14-15
913221	I/O	1555 Francisco	0.43	0.53	10000	Exemption	16
914201	Residential	Tiscornia	-	0.6	3	Portion of site	3
914213	Residential	Spinnaker OTBay	-	1.3	See 901017		0
914224	Residential	Spinnaker OTBay		4.6	See 901017		0
914226	Residential	Spinnaker OTBay	-	15.1	See 901017		0
914253	Residential	Spinnaker OTBay	-	1.1	See 901017		0
916113	I/O	2147 Francisco	.26-.38	0.36	4077-5959	Combined acreage	8 - 11
916123	I/O		-	-	See 916113		0
916124	I/O		.26-.38	0.31	3511-5131		7 - 9
916137	I/O		.26-.38	0.23	2605-3807		5 - 7
916138	I/O		.26-.38	0.42	4757-6952		10 - 13
916143	I/O	Piombo Place	.26-.38	0.25	2831-4138		6 - 8
916144	I/O	Piombo Place	.26-.38	0.3	3398-4966		7 - 9
916145	I/O	Piombo Place	.26-.38	0.49	5550-8111		11 - 15
916146	I/O	Piombo Place	.26-.38	0.62	7022-10263		14 - 19
916147	I/O		.26-.38	0.34	3851-5628		8 - 10
916148	I/O	Heliport	.26-.38		See 929016		0
916150	I/O		.26-.38	0.84	9514-13904		19-25
916155	I/O		-	0.1	0	Merge with 916152	0
919102	Retail	1075 Francisco	0.21	0.49	16670	Partially developed	80
919103	Retail		0.21	0.35	See 919102		0
919104	Retail		0.21	0.56	See 919102		0
919109	Retail		0.21	1.59	See 919102		0
919110	Retail		0.21	0.57	See 919102		0
919131	Retail		0.21	0.04	366		2
928008	I/O		.26-.38	0.36	4077-5959		8 - 11
928010	Park	City-Owned	-	0.07	See 901016		0
928011	Park	City-Owned	-	0.18	See 901016		0
929016	I/O	Heliport	.26-.38	1.15	13024-19036	Combined acreage, temporary hangar	27 - 35
929019	I/O	Mill Valley Refuse	.26-.38	0.46	5210-7614		11 - 14
929044	I/O		.26-.38	0.49	5550-8111		11 - 15
929046	I/O	Ghilotti	-	-	See 929090		0



Assess Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	P Trips
929055	I/O	Morphew	.26-.38	1.16	13138-19201		27-35
929060	I/O	Dalecio	-	0.87	22644	Exemption per UP	64
929061	I/O	Dalecio	-	-	See 929060		0
929062	I/O		.26-.38	0.5	5663-8276		12 - 15
929063	I/O	Federal Express	0.38	1.93	3447	Part developed-(28500)	5
929067	I/O	Morphew	.26-.38	0.8	9060-13242		19-24
929074	Water		-	3.28	0		0
929076	I/O	Ghilotti	-	-	See 929090		0
929079	I/O	Mill Valley Refuse	.26-.38	0.78	8834-12911		18 - 23
929080	I/O	Heliport	.26-.38	0.78	See 929016		0
929081	I/O	Heliport	.26-.38	0.15	See 929016		0
929082	I/O	Kerner/Piombo	.26-.38	0.51	5776-8442		12 - 15
929083	I/O	MMWD	.26-.38	7.7	87207-127457		179-231
929087	I/O	Heliport	.26-.38	-	See 929016		0
929090	I/O	Ghilotti	.26-.38	8.68	98306-143678		201-261
929091	I/O	1775 Francisco	.26-.38	1.78	20160-29464		41-53
929092	I/O	Bayview Bus Park	-	4.22	40000	Partially developed; 3 buildings built; 4 unbuilt.	442 for total project
929093	I/O	Bayview Bus Park			(30000-Blt.)		
929094	I/O	Bayview Bus Park			(20000-Blt.)		0
929095		Bayview Bus Park	-	-	See 929096	common area	0
929096	I/O	Bayview Bus Park			(28000-Blt)		0
929097	I/O	Bayview Bus Park	-	6.75	120900		0
932002	I/O	Shoreline Ind. Park	.26-.38	1.1	12458-18208		25-33
932003	I/O	Shoreline Ind. Park	.26-.38	1.46	16535-24167		34-44
932004	I/O	Shoreline Ind. Park	.26-.38	0.96	10873-15891		22-29
932005	I/O	Shoreline Ind. Park	.26-.38	0.97	10986-16056		22-29
932006	I/O	Shoreline Ind. Park	.26-.38	1.32	14950-21850		31-40
932007	I/O	Shoreline Ind. Park	.26-.38	1.45	16422-24002		34-44
932008	I/O	Shoreline Ind. Park	.26-.38	1.97	22311-32609		46-59
932009	I/O	Shoreline Ind. Park	.26-.38	1.73	19593-28636		40-52
932010	I/O	Shoreline Ind. Park	.26-.38	1.64	18574-27174		38-49
932011	I/O	Shoreline Ind. Park	.26-.38	1.29	14610-21353		30-39
932012	I/O	Shoreline Ind. Park	.26-.38	1.24	14044-20525		29-37
932013	I/O	Shoreline Ind. Park	.26-.38	1.24	14044-20525		29-37
932014	Park			1.5			0



Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
932015	I/O	Shoreline Ind. Park	.26-.38	1	11326-16553		23-30
932016	I/O	Shoreline Ind. Park	.26-.38	0.98	11099-16222		23-29
932017	I/O	Shoreline Ind. Park	.26-.38	0.98	11099-16222		23-29
932018	I/O	Shoreline Ind. Park	.26-.38	0.99	11212-16387		23-30
932020	I/O	Shoreline Ind. Park	.26-.38	2.05	23217-33933		48-62
932021	I/O	Shoreline Ind. Park	.26-.38	0.99	11212-16387		23-30
932022	I/O	Shoreline Ind. Park	.26-.38	0.99	11212-16387		23-30
932023	I/O	Shoreline Ind. Park	.26-.38	1.02	11552-16884		24-31
932024	I/O	Shoreline Ind. Park	.26-.38	0.99	11212-16387		23-30
932025	I/O	Shoreline Ind. Park	.26-.38	2.38	26955-39396		55-71
932026	I/O	Shoreline Ind. Park	.26-.38	1.11	12571-18374		26-33
932032	I/O	Shoreline Ind. Park	.26-.38	1.43	16196-23671		33-43
932033	I/O	Shoreline Ind. Park	.26-.38	0.95	10759-15725		22-29
932034	I/O		.26-.38	1.26	14270-20857		29-38
932035	I/O		.26-.38	1.26	14270-20857		29-38
932036	I/O		.26-.38	1.44	16309-23836		33-43
932037	I/O		.26-.38	1.44	16309-23836		33-43
932038	I/O	Shoreline Ind. Park	.26-.38	1.27	14384-21022		29-37
932039	I/O	Shoreline Ind. Park	.26-.38	1.4	15856-23174		32-42
933001	Residential	Windward Way	-	2.29	50	Affordable Housing site	43
933002	I/O	98 Windward	-	2.28		45156 mini storage built; 0 trips used; TSM reserve	53
933003	I/O	100 Windward	0.38	1.41		Part developed. (17160); 18 historic. trips used; TSM reserve	15
933004	I/O	90 Windward	.26-.38	1	11326-16553		23-30
933005	I/O	90 Windward	.26-.38	1.1	12458-18208		25-33
933006	I/O	50 Windward	.26-.38	1.23	14930-20360		29-37
933007	I/O	40 Windward	.26-.38	0.7	7928-11587		16-21
933008	I/O	20 Windward	.26-.38	0.73	8268-12084		17-22
1300000	Residential	-	-	-	59	Affordable Housing Reserve	50
1303106	I/O	45 Jordan	0.38	0.36	2420	Partially developed	3
1303107	I/O	35 Jordan	0.38	0.59	3878	Partially developed	5
1303115	I/O	747 Lincoln	0.38	0.26	1810	Partially developed	3
1303124	I/O	21 Jordan	0.38	0.26	3020	Partially developed	4
1303150	I/O		-	-	0	Merge with 1303128	0
1303151	I/O	-	-	-	0	Merge with 1303130	0
1303201	Specialty Retail	Shamrock	0.32	3.67	27500	Partially developed	55

Assessor's Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	TP Trips
1303205	Specialty Retail	Shamrock	-	-	See 1303201		0
1303206	Specialty Retail	Shamrock	-	-	See 1303201		0
1304122	I/O		.26-.38	0.96	10873-15890		22-29
1304129	Specialty Retail	610-20 DuBois	0.32	2	1498	Largely developed	3
1304206	Road		0	0			0
1305110	I/O	530 DuBois	.26-.38	2.31	26162-38237		54-69
1305203	I/O	Fran. Bus. Center I	.26-.38	1.23	14930-20360		29-37
1305204	I/O	Fran. Bus. Center I	.26-.38	1	11326-16553		23-30
1305205	I/O	Fran. Bus. Center I	.26-.38	1.2	13591-19863		28-36
1305206	I/O		-	-	-	City owned	0
1307000			-	-	-	Reserve for under developed parcels	20
1307107	I/O	612 Lindaro	0.38	0.52	6750	Partially developed	9
1307139	I/O	616 Lindaro	.26-.38	0.13	1472-2152		3 - 4
1307208	I/O		.26-.38	0.18	2039-2980		4 - 5
1307214	I/O		.26-.38	0.18	2039-2980		4 - 5
1307215	I/O		.26-.38	0.29	3284-4800		7 - 9
1307216	I/O	61 Jordan	0.38	1.01	12100	Partially developed	17
1307217	I/O		0.38	0.18	2420	Partially developed	3
1307218	I/O		.26-.38	0.18	2039-2980		4 - 5
1307220	I/O		.26-.38	0.18	2039-2980		4 - 5
1307222	I/O	45 Jordan	.26-.38	0.36	4077-5960		8 - 11
1308104	I/O	16 DeLuca	.26-.38	0.47	3020	Partially developed	4
1308121	I/O	40 DeLuca	.26-.38	2.12	29620	Partially developed, combined acreage	41
1308122	I/O		-	-		See 1308121	0
1308129	I/O	47 DeLuca	0.38	1.07	7250	Partially developed	10
1308131	I/O		0.38	0.55	6650	Partially developed	9
1311101	Residential	Davidson Annex	-	0.7			10
1311102	Residential	Davidson Annex	-	0.5			7
1311304	SFR		-	0.1			1
1311419	Residential	157 Woodland	-	1.82	1 - 4	Hillside residential	12
1311420	Residential	157 Woodland	-	0.4		See 1311419	0
1316218	I/O	14 Woodland	0.38	0.26	2420	Partially developed	3
1316219	I/O		.26-.38	0.5	5663-8276		12 - 15
1327117	SFR		-	14.39	1 - 7	Hillside Resource	7
1327121	SFR		-	14.88	1 - 7	Hillside Resource	7
1331001	SFR	Irwin St. Subdivis'n	-		1	8 acres total subd.	1



Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
1331002	SFR	Irwin St. Subdivis'n	-		1		1
1331003	SFR	Irwin St. Subdivis'n	-		1		1
1331004	SFR	Irwin St. Subdivis'n	-		1		1
1331005	SFR	Irwin St. Subdivis'n	-		1		1
1331006	SFR	Irwin St. Subdivis'n	-		1		1
1331007	SFR	Irwin St. Subdivis'n	-		1		1
1331008	SFR	Irwin St. Subdivis'n	-		1		1
1331009	SFR	Irwin St. Subdivis'n	-		1		1
1331010	SFR	Irwin St. Subdivis'n	-		1		1
1331011	SFR	Irwin St. Subdivis'n	-		1		1
1331012	SFR	Irwin St. Subdivis'n	-		1		1
1331013	SFR	Irwin St. Subdivis'n	-		1		1
1413312.1	Specialty Retail	375 Francisco	0.32	0.24	4461		9
1413312.2	Retail	375 Francisco	0.21	0.23	2104		10
1415204.1	Specialty Retail	507 Francisco	0.32	0.77	5733	Partially developed	11
1415204.2	Retail	507 Francisco	0.21	1.56	870	Partially developed	4
1415205.1	Specialty Retail	513 Francisco	0.32	0.58	8085		16
1415205.2	Retail	513 Francisco	0.21	1.02	9331		45
1415218	Specialty Retail		0.32	0.47	5592	Partially developed	11
1415219	Specialty Retail		0.32	0.27	2212	Partially developed	4
1415227	Specialty Retail	Beach Park	0.32	1.5	20900	Partially developed	42
1415229	Specialty Retail		0.32	1.45	17000	Partially developed	34
1415230.1	Specialty Retail		0.32	0.65	7160	Partially developed	14
1415230.2	Retail		0.21	1.05	900	Partially developed	4
1415232.1	Specialty Retail		0.32	0.78	10873		22
1415232.2	Retail		0.21	0.92	8416		40
1415233	Retail		0.21	0.95	8690		42
1415234	Specialty Retail	445 Francisco	0.32	2.27	4100	Partially developed	8
1416306	I/O		.26-.38	0.17	1925-2814		4 - 5
1416309	I/O	605-619 Canal	0.38	0.76	10280	Partially developed	14
1418103	I/O	27 Harbor	0.38	0.51	6050	Partially developed	8
1419207	I/O	134 Mill	.26-.38	0.15	1699-2483		3 - 5
1419212	I/O	54 Harbor	0.38	0.19	3078	Partially developed	4
1419213	Parking		-	0.46	0	Required parking for 616 Canal. If not needed for parking, use portion. Historic trips from 1416202	0



Assessor's Parcel Number	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	P Trips
1419305	I/O		0.38	0.93	1810	Partially developed	3
1419312	I/O		.26-.38	0.31	3511-5131		7 - 9
1419402	Residential		-	0.14	3		3
1420104	I/O	134 Front	0.38	0.18	2420	Partially developed	3
1420105	I/O		.26-.38	0.28	3171-4635		6 - 8
1420117	I/O		.26-.38	0.16	1812-2648		4 - 5
1420118	I/O		.26-.38	0.16	1812-2648		4 - 5
1420225	I/O		.26-.38	0.25	2831-4138		6 - 8
1420301	I/O		.26-.38	0.16	1812-2648		4 - 5
1420302	I/O		.26-.38	0.16	1812-2648		4 - 5
1420305.1	I/O		.26-.38	0.13	1472-2152		3 - 4
1420305.2	Retail		0.21	0.12	1098		5
1420306	I/O		.26-.38	0.64	7248-10594		15 - 19
1420308	Retail		0.21	0.29	2653		13
1719122	SFR	Newport Subdivis'n		0.1	1		1
1719136	SFR	Newport Subdivis'n		0.1	1		1
1801106	Specialty Retail	742 Francisco	0.32	1.48	6000	Partially developed	12
1801132	Specialty Retail	708-738 Francisco	0.32	1.82	14500	Partially developed	29
1801136	Specialty Retail		0.32	0.21	2927		6
1801141	Specialty Retail	San Marin Lumber	0.32	1.81	61500	Partially developed	123
1801143	Specialty Retail	San Marin Lumber		0.44		See 1801141	0
1801153	Specialty Retail	740 Francisco	0.32	0.8	11151		22
1801154	Specialty Retail		0.32	0.95	6620	Partially developed	13
1801157	Specialty Retail	San Marin Lumber	0.32	3.8	0	See 1801141	0
1801158	Specialty Retail	San Marin Lumber	0.32	1.15	16030		32
1801159	Specialty Retail		0.32	1.58	19500	Partially developed	39
1801167	Specialty Retail	770 Francisco	0.32	0.45	3092	Partially developed	6
1805101	Office	58 Gary Place	0.26	0.21	2378		6
1805112	Office	Caltrans/Gary Pl.	0.26	0.36	4077		11
1805116	Office	Caltrans/Gary Pl.	0.26	0.46	5210		14
1805117	Office	Gary Place	0.26	3.34	28680	Partially developed	76
1806251	Office	Gary Place	0.26	0.45	5097		14
1806304	Office	Gary Place	0.26	0.57	1132	Partially developed	3
1807117	SFR	1 Woodland (U)		0.2	1		1
1807119	SFR	112 Auburn (U)		0.52	1	Partially developed	1
1807126	SFR	(U)		0.2	1		1

Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
1807308	SFR	(U)		0.1	1		1
1807402	SFR	Scheutzen (U)		1.34	9		9
1807403	SFR	Scheutzen (U)		0.11	0	Merge with 1807402	0
1807404	SFR	Scheutzen (U)		0.06	0	Merge with 1807402	0
1807405	SFR	Scheutzen (U)		0.11	0	Merge with 1807402	0
1807406	SFR	Scheutzen (U)		0.11	0	Merge with 1807402	0
1807407	SFR	Scheutzen (U)		0.17	0	Merge with 1807402	0
1807512	SFR	Scheutzen (U)		0.28	4		4
1807514	SFR	Scheutzen (U)		0.06	0	Merge with 1807512	0
1807515	SFR	Scheutzen (U)		0.04	0	Merge with 1807512	0
1807517	SFR	Scheutzen (U)		0.05	0	Merge with 1807512	0
1807518	SFR	Scheutzen (U)		0.05	0	Merge with 1807512	0
1807519	SFR	Scheutzen (U)		0.18	0	Merge with 1807512	0
1807520	SFR	Scheutzen (U)		0.05	0	Merge with 1807512	0
1807521	SFR	Scheutzen (U)		0.05	0	Merge with 1807512	0
1807522	SFR	Scheutzen (U)		0.05	0	Merge with 1807512	0
1807527	SFR	Scheutzen (U)		0.03	0	Merge with 1807512	0
1808101	SFR	Scheutzen (U)		1.12	7		7
1808102	SFR	Scheutzen (U)		0.11	0	Merge with 1808101	0
1808103	SFR	Scheutzen (U)		0.11	0	Merge with 1808101	0
1808201	SFR	Scheutzen (U)		0.39	5		5
1808202	SFR	Scheutzen (U)		0.06	0	Merge with 1808201	0
1808203	SFR	Scheutzen (U)		0.06	0	Merge with 1808201	0
1808204	SFR	Scheutzen (U)		0.11	0	Merge with 1808201	0
1808205	SFR	Scheutzen (U)		0.11	0	Merge with 1808201	0
1808208	SFR	Scheutzen (U)		0.14	0	Merge with 1808201	0
1808209	SFR	Scheutzen (U)		0.07	0	Merge with 1808201	0
1808211	SFR	Scheutzen (U)		0.06	0	Merge with 1808201	0
1808301	SFR	Scheutzen (U)		0.11	1		1
1808303	SFR	Scheutzen (U)		0.09	2		2
1808304	SFR	Scheutzen (U)		0.07	0	Merge with 1808303	0
1808305	SFR	Scheutzen (U)		0.05	0	Merge with 1808303	0
1808306	SFR	Scheutzen (U)		0.05		Merge with 1808303	0
1808307	SFR	Scheutzen (U)		0.08		Merge with 1808303	0
1808401	SFR	Scheutzen (U)		0.06	6		6
1808402	SFR	Scheutzen (U)		0.06	0	Merge with 1808401	0



Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
1808403	SFR	Scheutzen (U)		0.06	0	Merge with 1808401	0
1808404	SFR	Scheutzen (U)		0.11	1	Hanson	1
1808405	SFR	Scheutzen (U)		0.06	0	Merge with 1808401	0
1808406	SFR	Scheutzen (U)		0.17	0	Merge with 1808401	0
1808407	SFR	Scheutzen (U)		0.06	0	Merge with 1808401	0
1808408	SFR	Scheutzen (U)		0.3	1	Turrini	1
1808409	SFR	Scheutzen (U)		0.27	0	Merge with 1808401	0
1808410	SFR	Scheutzen (U)		0.52	0	Merge with 1808401	0
1808411	SFR	Scheutzen (U)		0.06	0	Merge with 1808401	0
1808501	SFR	Scheutzen (U)		0.06	5		5
1808502	SFR	Scheutzen (U)		0.06	0	Merge with 1808501	0
1808503	SFR	Scheutzen (U)		0.06	0	Merge with 1808501	0
1808504	SFR	Scheutzen (U)		0.11	0	Merge with 1808501	0
1808505	SFR	Scheutzen (U)		0.06	0	Merge with 1808501	0
1808512	SFR	Scheutzen (U)		0.06	0	Merge with 1808501	0
1808513	SFR	Scheutzen (U)		0.06	0	Merge with 1808501	0
1808514	SFR	Scheutzen (U)		0.23	0	Merge with 1808501	0
1808515	SFR	Scheutzen (U)		0.11	0	Merge with 1808501	0
1808516	SFR	Scheutzen (U)		0.06	0	Merge with 1808501	0
1808517	SFR	Scheutzen (U)		0.06	0	Merge with 1808501	0
1808518	SFR	Scheutzen (U)		0.06	0	Merge with 1808501	0
1808610	SFR	Scheutzen (U)		0.18	3		3
1808611	SFR	Scheutzen (U)		0.06	0	Merge with 1808608	0
1808613	SFR	Scheutzen (U)		0.05	0	Merge with 1808610	0
1808614	SFR	Scheutzen (U)		0.37	0	Merge with 1808610	0
1808615	SFR	Scheutzen (U)		0.05	0	Merge with 1808610	0
1808616	SFR	Scheutzen (U)		0.05	0	Merge with 1808610	0
1808713	Residential	33 Albion (U)		0.5	4	Partially developed	4
1808714	Residential	(U)		1.3	12	Partially developed	11
1809120	SFR	(U)		1	2		2
1809209	SFR	(U)		0.2	1		1
1809210	SFR	(U)		0.63	2		2
1809211	SFR	(U)		0.4	1		1
1809308	SFR	(U)		1	2		2
1810103	SFR	(U)		3.2	6		6
1810105	SFR	(U)		0.3	1		1



Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
1810106	SFR	(U)		0.2	1		1
1810118	SFR	(U)		0.3	1		1
1810203	SFR	(U)		0.6	1		1
1811102	SFR	(U)		1.1	2		2
1811201	SFR	(U)		0.7	1		1
1811202	SFR	(U)		0.1	1		1
1811204	SFR	(U)		0.1	1		1
1811205	SFR	(U)		0.2	1		1
1812301	SFR	(U)		0.7	1		1
1814103	I/O	San Quentin Ridge	0.38	3.28	15490	Trips cond on access; hillside site	22
1814271	Public/QP	GG Bridge District		9.95	30000	District expansion	47
1814274	Public/QP	GG Bridge District		2.41	0	See 1814271	0
1814285	I/O	Golden Gate Drive	.26-.38	0.86	9740-14236	34 historic trips	34
1814310	Industrial			0.1	0	Merge w 1814308	0
1818000						Redevelopment Reserve*	186
1818004	Public	Sewage Trtmt Plant		0.4	0		0
1818008	Public/QP	GG Bridge District		0.3	0	See 1814271	0
1818012	Public/QP	GG Bridge District		0.4	0	See 1814271	0
1818013	I/O	San Quentin Ridge		0.1	0	See 1818048	0
1818031	Public/QP	PGE-fut. substation		5.21	0	Portion site to GS Lumber	0
1818035	Industrial	Marin Sanitary	0.38	1.34		Partially developed with 18014307	31
1818036	Industrial	Marin Sanitary	0.38	3.83	Developed	TSM Reserve	89
1818048	I/O	San Quentin Ridge	.26-.38	73	118013-171191	Hillside site	241-313
1818050	Industrial	Marin Sanitary			0	See 1818036	0
1818052	Industrial		0.38	0.23	3005		3
1818053	Public/QP	GG Bridge District		5.09	57647-84254		118-153
1818057	I/O	1151Andersen	.26-.38	4.17	48927-71508		100-130
1818058	I/O	And Drive Bus Park	.26-.38	0.15	0	See 1818057	0

\*Of total 186, 45 committed to Orchard Supply and 87 to Toys R Us 1/91

Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	SP Trips
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## NORTHGATE

15500000	Residential	-			16	Aff. housing reserve	14
15500000	Specialty Retail	-				Spec retail. reserve	322
15501016		Silveira Ranch		0.6	0	See 15501027	0
15501017		Silveira Ranch		1	0	See 15501027	0
15501023		Silveira Ranch		1	0	See 15501027	0
15501027	Residential	Silveira Ranch		244.8	2200	Prelim: all SVS	2002
15501027	NC	Silveira Ranch		0	100000	Prelim: all SVS	650
15501027	Transit Center	Silveira Ranch		0		Size to be determined	0
15501027	Office	Silveira Ranch		0	261000	Prelim: all SVS	575
15501028		Silveira Ranch		1	0	See 15501027	0
15501044	Residential	St. Vincent's		320.3	0	See 15501027; portion of total to be determined	0
15501059	Residential	Silveira		1.3	13	or use for jail	11
15501064	Ag/Land Reserve	Silveira		87.1	0	Ag/land reserve	0
15501065	P/Quasi pub	Las Gallinas SD		111	0	Reclamation ponds	0
15501066	P/Quasi pub	Las Gallinas SD		127	0	Reclamation ponds	0
15501067	P/Quasi pub	Las Gallinas SD		145.5	0	Reclamation ponds	0
15501069	Ag/Land Reserve	St. Vincent's		194.9	0	Ag/land reserve	
15501070	Ag/Land Reserve	St. Vincent's		119.5	0	Ag/land reserve	
15505003	Residential	Tarrant & Bell		9.3	0	See 15505004	0
15505004	Residential	Tarrant & Bell		3.8	43		37
15505053	Poss. Road				0	Possible future road	0
15506018	Park	McInnis Park		25.45	0	See 15506033	0
15506020	Park	McInnis Park		88.92	0	See 15506033	0
15506022	Park	McInnis Park			0	See 15506033	0
15506023	Park	McInnis Park		68.4	0	See 15506033	0
15506033	Park	McInnis Park		51.27	-		117
15507303	Residential	99 Prof. Center Parkway		0.8	42		36
15507304	Residential	99 Prof. Center Parkway		0.7	0	See 15507303	0
15508108	I/O	Joseph Ct. Fire Hs	0.3	0.4	5790	Redevelopment	10
15509205	Residential	Solares		0.5	11		10
15509209	Residential	Scettrini		0.6	5		4
15510103	Residential	Delli Gatti		1	35		30



Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
15510104	Residential	Delli Gatti		5.6	0	See 15510103	0
15510105	P/OS/Conservation			0.6	1	If upland or COE permit	1
15511006	I/O	Fairchild	0.3	4.9	39200	Partially developed	90
15511013	wetland			4.1	0		0
15511015	wetland			3.6	0		0
15511016	wetland				0		0
15511025	SFR			1.3	3	Portion is wetland	3
15511032				0	0	Merge with 15511029	0
15512104				0	0	See 15512105	0
15512110	Office	Regency II	0.3	5.3	105000	Incl. additional land from	231
155110.2	Restaurant		0.3		10000	parking lot	100
15512111	Road				0		0
15512113	Park	McInnis Park		73	0	See 15506033	0
15512114	Residential	Silveira		0.5	5	or Jail	4
15512115	Residential	Silveira		1.1	11	or Jail	9
15512116	Residential	Silveira		3.5	35	or Jail	30
15513121	Drainage channel			0.2	0		0
15513122	Drainage channel			0.7	0		0
15513128	I/O	135 Paul	0.3	0.6	4350	Partially developed	7
15513213	Drainage channel			1.4	0		0
15515208	Drainage channel			0.3	0		0
15515209				0.1	0	Merge w 15515204	0
15516120	Drainage channel			1.9	0		0
15517103					0	Merge w 15517102	0
15517109	I/O	4230 Redwood	0.3	1.1		Partially developed hillside	27
15520003	Office		0.3	0.4		Hillside site	7
15520008					0	Merge with 15520007	0
15523008	Golf Course	M. Ranch Airport		33.6	-		36
15523008	Residential	M. Ranch Airport		47.4	375		318
15523008	Neighborhood retail	M. Ranch Airport	0.3	3.6	73000		876
15523009				43.9	0	See 15523008	0
15523010				5.9	0	See 15523008	0
15525100	Fam. Hsg Reserve				188	Family Housing Reserve	40
15525101	Open Space			8.5	0		0
15525102	Open Space				0		0
15525104	Retail/Office/PQP	Smith R Parcel 3		2.9	25265	.2 FAR constrained site	152



Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
15525105	Open Space				0		0
15525108	Hospital/ Residential	Smith R Parcel 8		16.5		Hillside site; appr 77-94,500 SF Reverts to Medium Dens Residential if no hospital	357
15525109	Open Space				0		0
15525111	Senior Residential	Smith R Homes			0	See 15525165; part developed	0
15525115	Open Space			4.6	0		0
15525116	Open Space	Smith R Homes		1.6	0		0
15525117	Office	Cresta Drive		1.3	6700-9950	Hillside site	15-22
15525118	Open Space			0.1	0		0
15525152	Skild Nursing Fac.	Smith R Homes		1.6	21470	See 15525165; part developed	0
15525155	SRH Common				0	See 15525165; part developed	0
15525162	SRH Common			15.77	0	See 15525165; part developed	0
15525163	Open Space				0	See 15525165; part developed	0
15525164	SRH Common				0	See 15525165; part developed	0
15525165	Senior Residential	Smith R Homes			400 Total	236 built; 164 unbuilt	84 total; 34 remain
15525166	SRH Common				0	See 15525165; part developed	0
15525167	Senior Residential	Smith R Homes			0	See 15525165; part developed	0
15525168	Senior Residential	Smith R Homes			0	See 15525165; part developed	0
15525169	SRH Common				0	See 15525165; part developed	0
15525170	SRH Common				0	See 15525165; part developed	0
15525171	SRH Common				0	See 15525165; part developed	0
15525172	SRH Common				0	See 15525165; part developed	0
15525142				0.2	0	Merge with 15525103	0
15525143				1.2	0	Merge with 15525103	0
15527110	Church	Marin Covenant		0.3		Partially developed	0
16402210	SFR	Lucas Valley Schl		10.1	41	5.8 u/ac	41
16414108	SFR	Mary Silveira Sc.		9.9	40	4 u/ac	40
16417438	SFR			0.1	1		1
16419801	Office	2400 Las Gallinas	0.3	1.38	4236	Partially developed	11
16427003	Residential	Daphne		106.3	143	Hillside site	122
16428035	Residential	1501 Lucas Valley		61.3	6	Ag Contract	6
16429059	Open Space			1.48	0		0
16429064	Open Space			20.1	0		0
16429085	Open Space				0		0
16429088	Open Space				0		0

Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
16429089	Open Space				0		0
16429090	Open Space			155.7	0		0
16429091	Open Space			58.84	0		0
16431007	Residential	Lucas		1	0	See 16431010	0
16431010	Residential	Lucas		100	23		23
16431011	Residential	Lucas		300.8	117		117
16431012	Residential	Lucas		639	0	See 16431010	0
16431013	Residential	Lucas		1		See 16431010	0
16432007	Residential	Luiz Ranch South		501	75		75
16432008	Residential	Luiz Ranch South		254	0	See 16432007	0
16432011	Residential	Luiz Ranch South		357		See 16432007	0
16438139	SFR			0	1		1
16454000 16455000	SFR	end of Las Gallinas			21	54 single family on pages 54 & 55. 33 units built	54 for Total project; 21 remain
16456000 16457000 16458000 16459000 16460000 16461000 16462000	Residential	Lucas Valley Estates			66	174 units on pages 56-62. 108 units built; 66 vacant lots includes common areas & open space	174 for total project; 66 remain
16550154	SFR	Oakview School		13.4	53	4 u/ac	53
16501066	SFR			2.9	1 - 6	Hillside site	6
16501077	SFR	DeLong		8.8	1 - 5	Hillside; trips cond. on access provision	5
16501079	SFR	DeLong		2.1	0	See 16501077	0
16501087	SFR			6.5	1 - 4	Hillside site	4
16501089	SFR			8.9	1 - 4	Hillside site	4
16501094	Office	Firemans -L Green				TSM Reserve only	222
16501095	P/QP	YMCA			45000	Dev; Mitigation fee to be on actual trips	62
16501096					0	See 16501094	0
16502106	SFR	Sta Margarita Schl		10.6	42	4 u/ac	42
16502107	SFR	Sta Margarita Schl			0	See 16502106	0
16502108	SFR			0.2	1		1
16506314				0.1	0	Merge with 16502108	0
16515108					0	Merge with 16515101	0
17500000						General reserve (from Hartzell School)	95



Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
17506001	SFR	Don Timoteo Schl		10	50	5 u/ac	50
17506025	Park/OS			3.1	0		0
17506030	SFR	Nova Albion		11.4	45	4.3 u/ac	45
17506031	SFR	Terra Linda HS		30.2	120	5.9 u/ac	120
17506051				0.1	0	Merge with 17506054	0
17506057	Medical Office	Kaiser, 99 Mont.		25.8	57300	Addition to facility	160
17506060	Regular Retail	Northgate Mall	0.3		5000	Additional potential	22
17506060	Regular Retail	Northgate Mall	0.3		70	TSM reserve	70
17514508	SFR			0.2	1		1
17518126	Residential	St. Isabella's		2	8	4 u/ac	8
17532123	Retail	Northgate 1	0.3	1.4	12000	Partially developed	144
17532126	Office	820 Las Gallinas	0.3	0.3	5100		11
17532202	Office	949 Del Presidio	0.3	0.5	7000		15
17532203	Office	921 Del Presidio	0.3	0.6	7200		16
17533107	Office	950 Del Presidio	0.3	0.6	7700		17
17533121	Parking			1.3	0	Parking- 17533123	0
17533125	Office	930 Del Presidio	0.3	0.5	6200		14
17536007	Recreation	Villa Marin			10000	Tennis Courts	12
17805215	SFR			0.1	1		1
17806101	Residential	The Highlands		15	23		23
17810134	Neighborhood Ret		0.3	4.6	18800	Partially developed	225
17810135	Neighborhood Ret		0.3		0	See 17810134	0
17810136	Neighborhood Ret		0.3		0	See 17810134	0
17810139	Neighborhood Ret		0.3		0	See 17810134	0
17810141	Neighborhood Ret		0.3		0	See 17810134	0
17810143	Neighborhood Ret		0.3		0	See 17810134	0
17810144	Neighborhood Ret		0.3		0	See 17810134	0
17810145	Neighborhood Ret		0.3		0	See 17810134	0
17810145	Parking			0.3	0	Parking	0
17810146	Neighborhood Ret		0.3		0	See 17810134	0
17810147	Neighborhood Ret		0.3		0	See 17810134	0
17810148	Neighborhood Ret		0.3		0	See 17810134	0
17824017	Office	1005 Northgate	0.3	0.6	7000		15
17904126				0.2	0	Merge with 17904122	0
17904127	Retail	3833 Redwood	0.3	2		298	40
17904128	Ret	3833 Redwood	0.3	0.2	0	See 17904127	0



Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
17904105	I/O	401 Merrydale	0.3	0.9	11760		17
17910204	Ret		0.3	0.2	2200		26
17910208	Ret		0.3	0.2	2200		26
17910310					0	Merge w 17910304	0
17910404	Ret		0.3	0.7	8500	Trip transfer to 07	89
17914105	Residential	102 Merrydale		0.3	1	Partially developed	1
17914202	Residential			0.6	14	Partially developed	12
17914204	Residential			0.4	9	Partially developed	8
17914205	Residential			0.4	9	Partially developed	8
17914206	Residential			0.9	20	Partially developed	17
17914214				0	0	See 17914206	0
17914221	Residential			0.3	6	Partially developed	5
17914228	Residential				0	See 17914202	0
17914301	Residential			0.3	5	Partially developed	4
17917107	SFR			0.3	1		1
17917116	SFR			0.2	1		1
17917201	SFR			0.2	1		1
17917229	SFR			0.2	1		1
17917321	SFR			0.2	1		1
17922229	SFR			0.6	1		1
17923111	SFR			1.9	2		2
17924112	SFR			1.2	1		1
17924276	SFR			5.7	2		2
17926113	SFR			1	1		1
17926127	SFR			2.6	2		2
17926140	SFR			1.4	1		1
17926174	SFR			0.6	1		1
17926180	SFR			1.3	1		1
17926183	SFR			1.1	1		1
17927011	Office	Marin Co. Civic Ctr		53.7	200000	Partially developed	440
17927011	Library	Marin Co. Civic Ctr		-	38000		0
17927011	Theater	Marin Co. Civic Ctr		-	800		14
17927011	Exhibit Hall	Marin Co. Civic Ctr		-	9600		10
17927012	Office	Marin Co. Civic Ctr		-	7000	Partially developed	15
17927012	Theater	Marin Co. Civic Ctr		-	500		9
17930123	Retail			0.8	3600	Partially developed	43

Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
17930202	Residential			0.2	3		3
17932101	Residential	Laurel Glen		13.5	34		29
17932114	SFR			53.4	5	Combined acreage	5
17932118	SFR			-	0	See 17932114	0
17932131	SFR			3.3	3		3
17932132	SFR			2	1		1
17933210				-	0	See 17933218	0
17933218	SFR			0.9	1		1
17937106	SFR			0.2	1		1
17937113	SFR			0.8	1		1
17937114	SFR			0.3	1		1
17937115	SFR			1.1	1		1
17937116	SFR			1	1		1
17937117	SFR			0.7	1		1
17937118	SFR			1	1		1
18000000					58	General public benefit reserve	52
18003211	SFR			0.2	1		1
18011210				-	0	Merge with 18011202	0
18012119	SFR			0.8	1		1
18012125		Las Gallinas Schl		3.5	18	5u/ac	18
18012136	Road			0.9	0		0
18012137	Road			0.3	0		0
18012142	SFR	Las Gallinas Schl		4	20	5u/ac	20
18012143	Residential	Scettrini	52.9	69		Hillside site	59
18012152	Residential	Civic Center Plaza	5	75			64
18012159				1.62	0	Dev on 15520007	0
18013123						Merge with 18013122	0
18014623						Merge with 18014622	0
18014624						Merge with 18014626	0
18014625						Merge with 18014626	0
18014627						Merge with 18014629	0
18014628						Merge with 18014629	0
18014630						Merge with 18014632	0
18014631						Merge with 18014632	0
18014633						Merge with 18014634	0
18015101	SFR			0.1	1		1

Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
18015105					0	Merge with 18015143	0
18015106					0	Merge with 18015109	0
18015107					0	Merge with 18015109	0
18015108					0	Merge with 18015109	0
18015118	SFR	McPhail School		4.4	21	4.8 u/ac	21
18015131	Gallinas Creek				0		0
18015133	Gallinas Creek				0		0
18015134	Gallinas Creek				0		0
18015135	Gallinas Creek				0		0
18015141					0	Merge with 18015140	0
18015142					0	Merge with 18015128	0
18015143					0	Merge with 18015128	0
18015145					0	Merge with 18015143	0
18015147	Gallinas Creek				0		0
18015148					0		0
18015150					0	Merge with 18015149	
18015151					0	Merge with 18015149	
18015152	Gallinas Creek				0		0
18015153					0		0
18015155	SFR			0.5	1		1
18015157	Road				0		0
18016109	SFR	McPhail School		0.9	4	4.8u/ac	4
18016110	SFR	McPhail School		4.4	21	4.8u/ac	21
18016117	SFR			0.3	1		1
18017105	SFR			0.1	1		1
18017106	SFR			2.7	5		5
18017107	SFR			0.5	1		1
18017108					0	See 18017107	0
18017109					0	See 18017107	0
18017111	SFR			0.1	1		1
18017117	SFR			0.3	1		1
18017118	SFR			0.3	1		1
18017119	SFR			0.3	1		1
18017120	SFR			0.1	1		1
18017122	SFR			1.6	3		3
18017123	Gallinas Creek				0		0



Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
18017124	Gallinas Creek				0		0
18017125	Gallinas Creek				0		0
18018128	SFR			0.2	1		1
18018405					0	Merge with 18018404	0
18019203	SFR				1		1
18019215	Susnow			0.5	1		1
18019216	Susnow			0.5	1		1
18019217	Susnow			0.5	1		1
18020101	SFR			0.8	1		1
18020105	SFR			0.4	1		1
18020106	SFR			0.3	1		1
18020108					0	Merge with 18020107	0
18020109	SFR			1.8	3		3
18020110	SFR			0.3	1		1
18020111	SFR			0.6	2		2
18020201	SFR			0.8	1		1
18020204	SFR			0.6	1		1
18020205	SFR			0.5	1		1
18020206	SFR			0.4	1		1
18020207	SFR			0.5	1		1
18021102	SFR			4.3	9		9
18022130	SFR			1.4	3		3
18023101	SFR			2.5	5		5
18023106	SFR			3	6		6
18023107	SFR			1	2		2
18023109	SFR			0.6	1		1
18024101	SFR	Susnow		0.6	1		1
18024102	SFR	Susnow		0.3	1		1
18024103	SFR	Susnow		0.4	1		1
18024104	SFR	Susnow		2.1	13		13
18024117	SFR			0.3	1		1
18024119	SFR			0.3	1		1
18024201	SFR	Susnow		0.7	2		2
18024301	SFR			0.1	1		1
18024302	SFR			0.8	2		2
18024305	SFR			0.1	1		1

Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
18024307	SFR			0.1	1		1
18024319	SFR			0.2	1		1
18024322					0	Merge with 18024323	0
18025101	SFR	Susnow		1	4		4
18025102	SFR	Susnow		0.4	2		2
18025103	SFR	Susnow		0.5	2		2
18025104	SFR	Susnow		0.4	1		1
18025105	SFR	Susnow		0.4	1		1
18025206	SFR				1		1
18026102	SFR			30.9	92		92
18029103	SFR			1.1	2		2
18029104	SFR			4.8	9		9
18030103	SFR			0.5	1		1
18030104	SFR			1	1		1
18030105	SFR			1	1		1
18030106	SFR			4.5	2		2
18030107	SFR			6	6		6
18031101	SFR			0.9	1		1
18031102	SFR			0.4	1		1
18031104	SFR			0.5	1		1
18031105	SFR			0.4	1		1
18032201	SFR			3.6	3		3
18032301	SFR			8.2	4		4
18032401	SFR			3.4	3		3
18032402	SFR			1.9	1		1
18033103	SFR			4.4	13		13
18033201	SFR			2	2		2
18033202	SFR			6.8	3		3
18033301	SFR			1.8	1		1
18033303	SFR			1.9	2		2
18033304	SFR			1	1		1
18033305	SFR			2	2		2
18033306	SFR			1.8	1		1
18033307	SFR			1.1	1		1
18033310	SFR			3.4	3		3
18033311	SFR			1	1		1

Assessor Parcel	Land Use	Project Name	FAR	Acres	Additional SF or Units	Comments	GP Trips
18033312	SFR			8.1	4		4
18004001	SFR			11.2	1		1
18040006	Open Space			1.6	0		0
18040009	SFR			6.3	1		1
18041001	Open Space			2.03	0		0
18041002	Road				0		0
18041004	Open Space			2.21	0		0
18041006	Restaurant			6.1	7500		90
18041009	Office			7.87	110000		242
18042014	Open Space			5.9	0		0
18044000 18045000 18046000 18047000 18048000 18049000 18050000	Residential	Marin Lagoon				224 units on pages 44-50. 90 attached; 134 SF. Includes common areas, open space	210 for total project under construction
18601002	SFR			0.9	3		3
18601003	SFR			63	12		12
18601003	Wetland			27	0		0
18601004	Wetland			46.1	0		0
18601006	Wetland			73.8	0		0
18601012	Park	China Camp		807			45
18601016	Marina	Buck's Landing		6.3	1000	Partially developed	10
18601017	Park	China Camp			0	See 18601012	0
18601019	SFR			6.6	13		13
18601020	Marina	Daphne, Gallinas Ck		1.6	1000		10
18601020	SFR	Daphne, Gallinas Ck		26	52		52
18601020	Wetlands	Daphne, Gallinas Ck		5.4	0		0
18601027	Park	China Camp			0	See 18601012	0
18050000						Underdeveloped Parcel Reserve	16





## **APPENDIX C RECREATION**





# RECREATION PARK SPACE GUIDELINES

The following guidelines from space standards approved by San Rafael Parks and Recreation Commission September 19, 1977. These suggested space requirements should only act as guidelines and should not be overly restrictive.

## Neighborhood and Community Recreation Parks

The park may include any or all of the listed facilities, depending upon the particular needs of the community and the funds available for their development. Minimum size is 5 acres.

<u>Facility</u>	<u>Acreage Needs</u>	
	Neighborhood	Community
Play apparatus for preschool children	.25	.35
Play apparatus area for elementary age youth	.25	.35
Paved area for multi-use game court	1.50	1.75
Multi-use sports fields	5.00	10.00
Recreation Center building	.25	1.00
Open or free play area	.50	2.00
Family and group picnic areas	1.00	2.00
Senior Citizens area	.50	1.90
Nature study and quiet area	1.00	2.50
Outdoor theater and dancing area	.50	
*Off street parking area	(.50)	(3.00)
Landscaping and buffer areas	3.50	6.00
Swimming pool (competition and general swimming)	1.00	

\*Offstreet parking would be based on facilities and usage.

## City-wide or Regional Recreation Park

Listed are examples of the kinds of areas and facilities which may be combined into City-wide or Regional Parks or as separate special use areas distributed throughout the City, depending upon interest and funds available for development

City-wide Facilities	Space Requirement
<i>Parkways, Drives, Trailways</i>	
With vista points, overlooks, road-side rests; within a park or linking features of several parks.	Extent and development according to terrain and site or sites.

## **Picnic Grounds**

### *Family Picnic Units*

Wide walkways; auto parking away from tables; water and sanitary facilities.

10 units per acre; 8-foot tables, access to stove (2 or 3 tables per stove)

### *Group Picnic Unit*

Clusters of 3 to 10 tables per group; stoves in proportion to number of tables; barbecue, artificial fuel stoves and shelters sometimes desirable; wide walkways for access and delivery; water and sanitary facilities; auto parking away from tables.

10-foot tables; stoves in ratio to number of tables in group; four 3-table clusters per acre; one 10-table cluster per 1 to 2 acres.

### *Large Group Picnic Site for Business and Industrial Groups*

For groups of 500 to 1,000 persons: tables, stoves, barbecues, sanitary and water facilities; dance area, multipurpose playfields and turf; swim facilities desirable; wide walkways for access and delivery of supplies; parking away from tables.

20-50 acres; 10-foot tables.

### *Hiking Trails*

For hikes of one day or less. Well-defined trail system; trail markers; auto parking at major access points.

Well-defined and maintained surface up to 10 feet in width. Parking at major access points.

### *Bicycle Path*

System of paths; trail markers, path-side rests with water, sanitary facilities; parking at major access points.

Minimum width 8 feet; protected crossings; surfacing suitable for bicycles, parking at major access points.

### *Bridle Trail & Equestrian Center*

Riding ring; trail system; parking for vehicles and stock trailers with loading ramp or platform; holding stalls, hitching rack; water.

Well-graded trail with interconnecting leader trails and numerous access points; parking for 10 to 25 vehicles and stock trailers depending on amount of use.

### *Marina*

Motor and sail boating, berthing and launching facilities; auto and boat trailer parking.

Land and water area acreage; desirable minimum size, 100 berths; car and boat trailer parking, related facilities.

### *Natural Area Preserve*

Access by walkways; foot trails and paths (no vehicular traffic); interpretive center (optional); self-guided nature trails; parking, water and sanitary facilities.

25 to 100 acres.

### *Migratory Bird Sanctuary*

Trails; observation shelters; bird feeding areas; interpretive center; parking on access roads.

Acreage as available.

### *Community Gardens*

For public use and display. Vegetable gardens or specialized plant collections; water; walkways; foot paths; parking.

Acreage as available. 1/2 acre desirable.

### *Specialized Animal Exhibits, Farmyard Zoos*

Caged area; pasture lands; children's zoo; veterinary center; parking.

Space requirement to be determined.

### *Cultural Arts Center*

Exposition and display pavilion; music shell; outdoor theater and bowl; dance surface; picnic turf; water and sanitary facilities; parking.

20 to 30 acres as part of a larger park acreage; theater working space for 100 performers.

### *Archery Center*

For range and field archery; clubhouse or activity building; individual and group picnic units; water and sanitary facilities; parking.

50 acres including buffer space for safety and 35 acres for 14 stations field archery; level, unobstructed space 150 yards long per range.

### *Marksmanship Range*

For pistol, rifle, trap, skeet, club house or activity building; individual and group picnic units; water and sanitary facilities; parking.

25 to 50 acres according to terrain and distance required to protect adjoining areas from noise.

### *Day Camp Groups*

For organized groups on advance reservation; sanitary, water and basic cookout and eating facilities for 50 persons for short periods of time; hiking and nature trails, interpretive center; campfire circle; truck, trailer and auto parking.

Minimum 25 acres including parking space for 15 cars or 2 buses.

### *Swimming Pools*

Provided for public use at a minimum rate of 450 square feet of water per 1000 persons. The average 25-yard pool will serve a population of approximately 10,000. Desirable to locate at Jr. and Senior High School wherever possible.

Extent and development according to terrain and features of site.



### *Community Recreation Center*

Major community recreation center can be supported by population of 30,000. Center should include auditorium, kitchen facility, and other recreation activity rooms. Separate space for Senior Citizens, Teens and Tiny Tots desirable; smaller centers may be considered for neighborhood or community areas to serve 10,000 or more of the population. Utilization of school, church and other such buildings may be desirable.

Acreage to be determined depending upon size, location and design.

### *Golf Course*

One 18-hole golf course for each 25,000 population. Public courses should be considered only if private development cannot meet demonstrated demand.

120 to 180 acres of land typically required for 18-hole course depending upon terrain, vegetation and shape of the parcel of land. Short 9 hole golf course typically requires 35-40 acres.

# BACKGROUND INFORMATION FOR SCHOOL SITES RATINGS

Note: All facilities receive neighborhood, drop-in use

The following listing describes use of school facilities (1984)

## **SAN RAFAEL HIGH**

### Tennis Courts

- \*One of two complexes in Central San Rafael
- Heavily used for tournaments, tennis lessons, high school tennis

### Soccer/Softball/Baseball Fields

- San Rafael Youth Soccer
- San Rafael Senior League
- San Rafael Bobby Sox
- Every adult softball group
- All high school sports teams
- Volleyball tournaments

### Football, Field and Track

- Pop Warner Football
- High School football - \*only lighted field in County
- High School track
- Special events

### Two Gyms, Including Gymnastics and Wrestling Rooms

- CYO basketball
- Indoor high school sports
- Recreation Department basketball and volleyball leagues
- Softball pitching practice
- Aerobics classes
- Boxing classes
- Wrestling classes
- Gymnastics classes
- General Recreation Department programming
- Awards nights and dances
- \*Double gym allows more flexible scheduling of various events

## **TERRA LINDA HIGH**

### Soccer/Softball/Baseball Fields

- Dixie Youth Soccer
- High school soccer teams
- Marin County soccer league
- Dixie Senior League
- Dixie Little League

High school baseball  
Terra Linda Pop Warner  
High School sports teams  
\*Key soccer field

#### Football Field

Terra Linda Pop Warner  
High school football

#### Tennis Courts

Terra Linda tennis club  
Recreation Department tennis tournaments  
High school tennis  
\*The only tennis complex in Terra Linda

#### Gymnasium

CYO basketball  
High school teams  
Adult Education teams  
Gymnastics

### **SANTA MARGARITA SCHOOL**

#### Playfields

Dixie Youth Soccer  
Dixie Little League girls' softball  
San Rafael Youth Soccer  
Terra Linda High practice field  
\*Space available for expanded use

#### Multipurpose Room

Buzz and Boots Square Dance  
Recreation Department aerobics  
Community meetings

### **DON TIMOTEO**

\*Part of major field/park/school complex

#### Playfields

Dixie Youth Soccer  
Terra Linda Athletic Association girls' softball

#### Hard Courts

Serves as park hardcourt area  
Day care center use



## **SAN PEDRO**

\*Only public open space in area

### **Playfields**

San Rafael Youth Soccer  
San Rafael Bobby Sox  
Neighborhood special events

## **HOFFMAN**

### **Playfields**

Dixie Youth Soccer practice field  
Terra Linda Athletic Association girls' softball

## **MARY SILVEIRA**

### **Playfields**

Dixie Little League  
\*Main game field, central to neighborhood for park site

## **McPHAIL**

### **Playfields**

Community Services District Softball leagues

## **LUCAS VALLEY**

### **Playfields**

Dixie Youth Soccer practice  
Young children's games

## **SHORT**

Child care programs run by City Recreation Department and County

## **HARTZELL**

Proposed playlot  
\*Only public open space in immediate area

## **NOVA ALBION**

Community Garden - heavily used - 50-60 plots

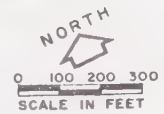
## **PEACOCK GAP SITE**

Playlot (required by Peacock Gap Neighborhood Plan)



Recreation Facilities desirable to retain,  
with indication of relative priority.

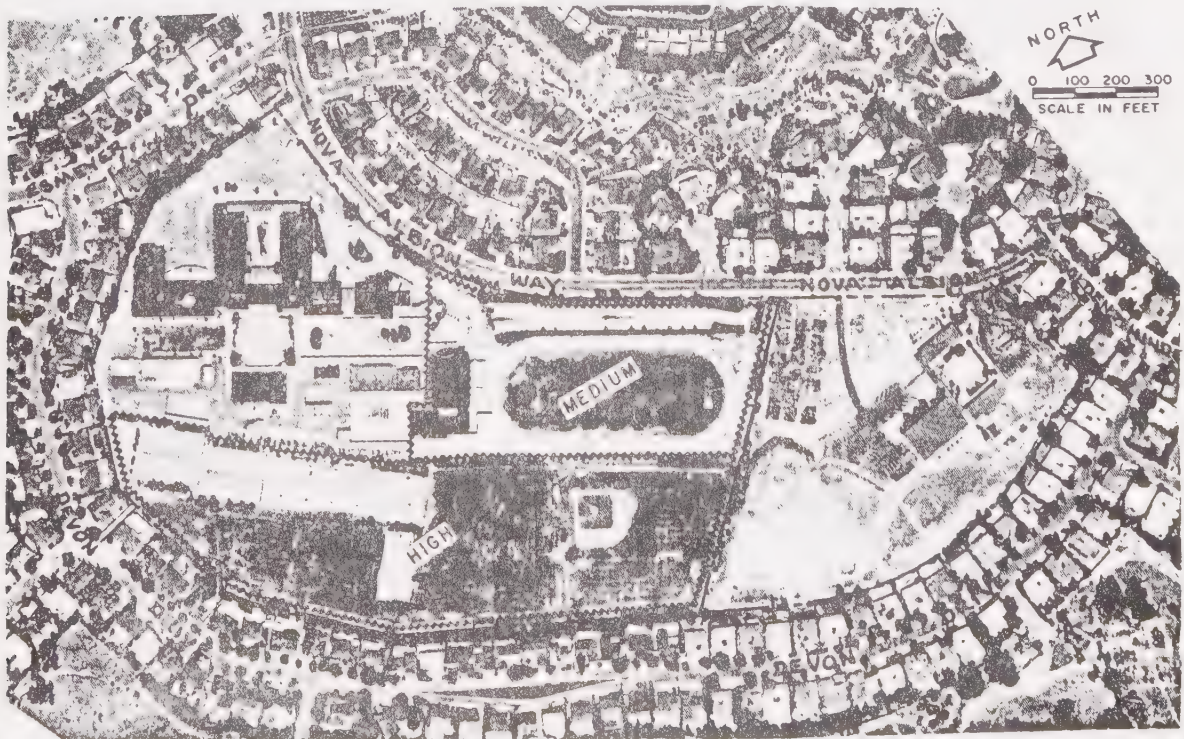
Note: Naylor potential for up to 8.75 acres of high rated  
outdoor recreation facilities/land.



## SAN RAFAEL HIGH SCHOOL SITE

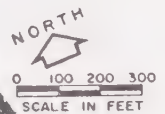
SAN RAFAEL GENERAL PLAN  
RECREATION ELEMENT  
● JANUARY, 1984 ●

Map A



Recreation Facilities desirable to retain,  
with indication of relative priority.

Note: Naylor potential for up to 9.06 acres of high rated  
outdoor recreation facilities/land.

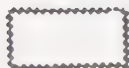
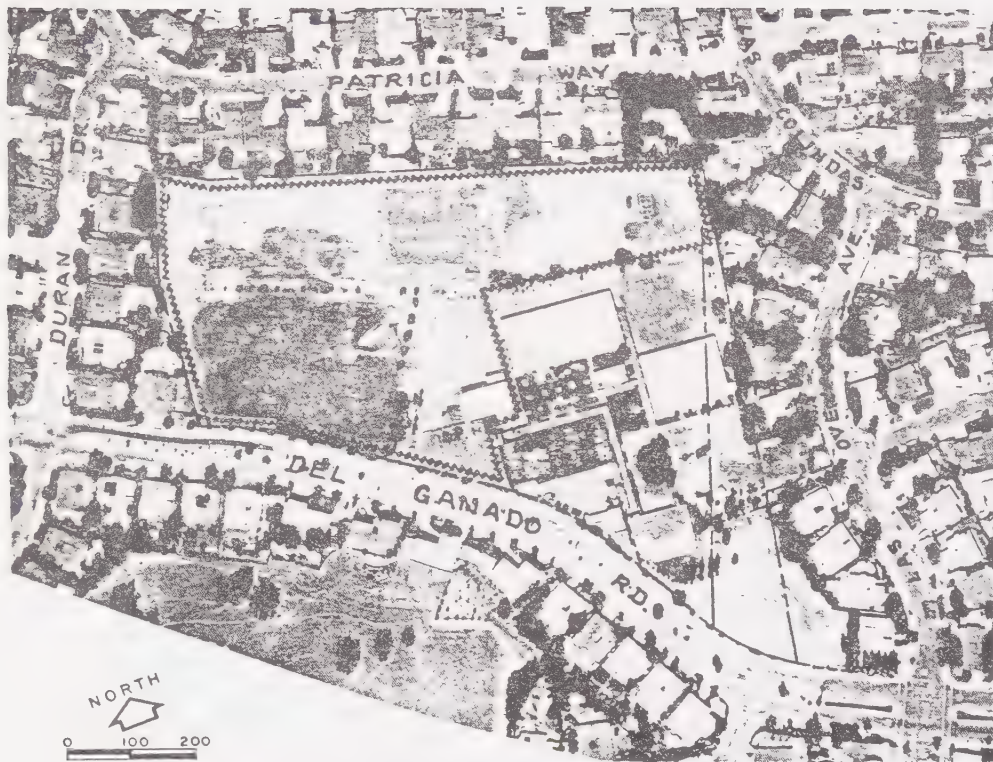


## TERRA LINDA HIGH SCHOOL SITE

SAN RAFAEL GENERAL PLAN  
RECREATION ELEMENT  
● JANUARY, 1984 ●

Map B





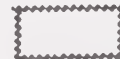
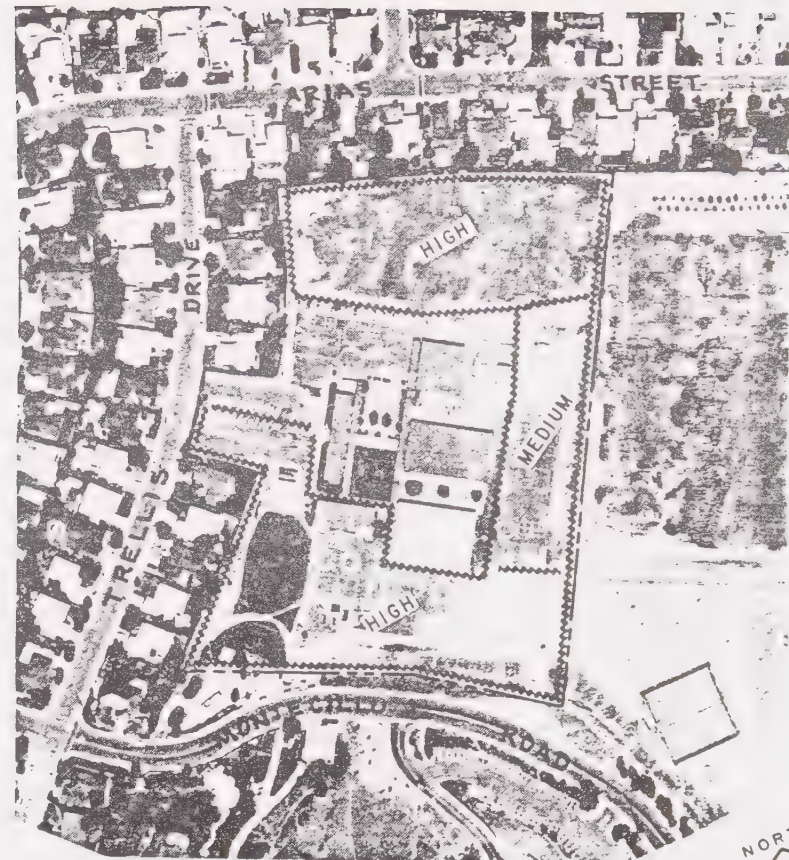
Recreation Facilities desirable to retain.

Note: Naylor potential for up to 5.4 - 6.4 acres of outdoor recreation facilities/land.

### SANTA MARGARITA SCHOOL SITE

SAN RAFAEL GENERAL PLAN  
RECREATION ELEMENT  
● JANUARY, 1984 ●

Map C



Recreation Facilities desirable to retain,  
with indication of relative priority.

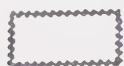
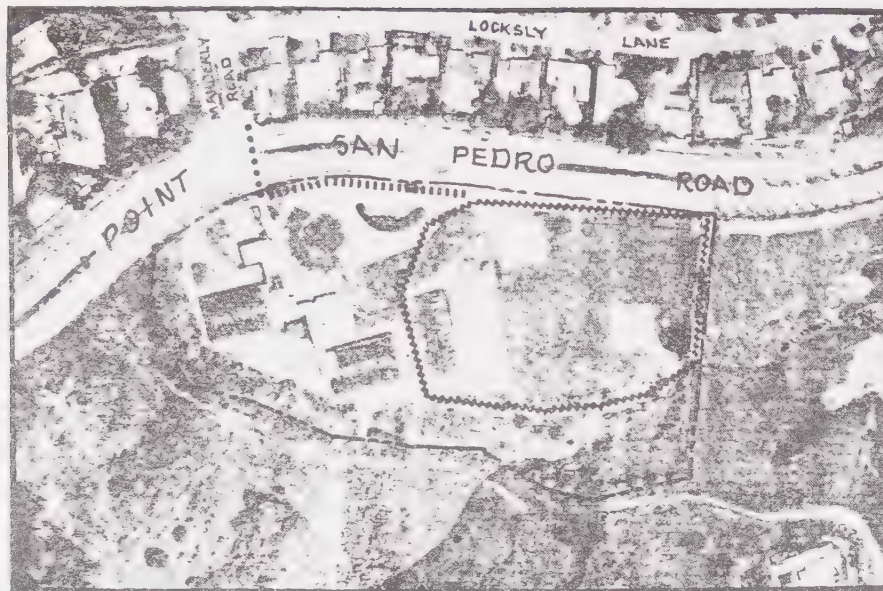
Note: Naylor potential for up to 5.24 acres of high rated outdoor recreation facilities/land.

### FORMER DON TIMOTEO SCHOOL SITE

SAN RAFAEL GENERAL PLAN  
RECREATION ELEMENT  
● JANUARY, 1984 ●

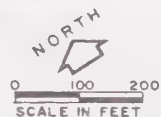
Map D





Recreation Facilities desirable to retain.

Note: Naylor potential for 3+ acres --- Playfields, Parking and Pedestrian Easement.



Pedestrian Easement

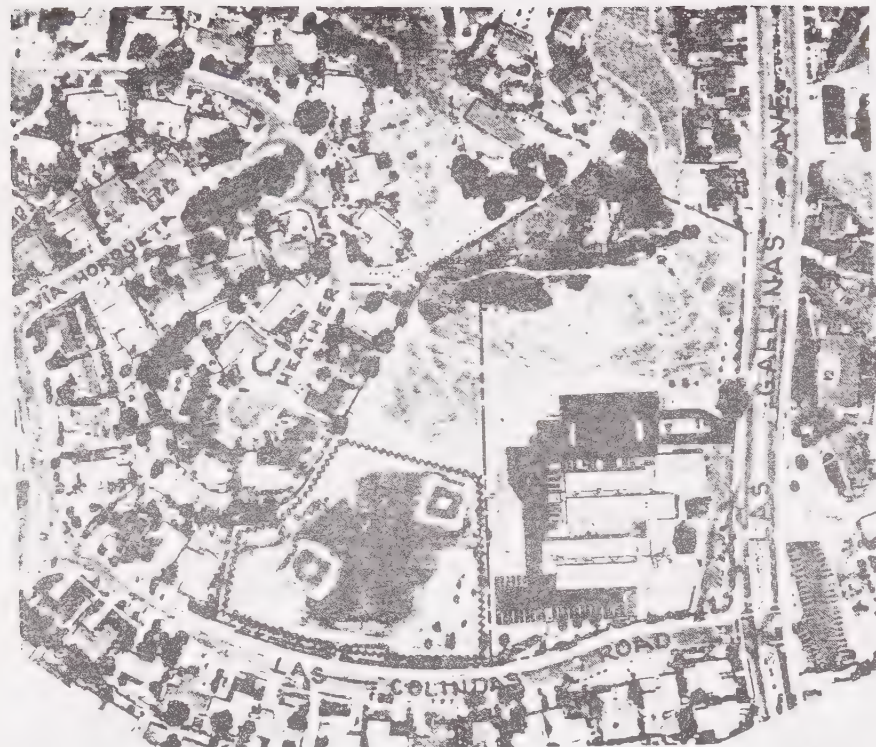


Pedestrian Underpass

### FORMER SAN PEDRO SCHOOL SITE

SAN RAFAEL GENERAL PLAN  
RECREATION ELEMENT  
● JANUARY, 1984 ●

Map E



Recreation Facilities desirable to retain.

Note: Naylor potential for 2.8 acres Playfields.



### FORMER BERNARD HOFFMAN SCHOOL SITE

SAN RAFAEL GENERAL PLAN  
RECREATION ELEMENT  
● JANUARY, 1984 ●

Map F



Recreation Facilities desirable to retain.

Note: Naylor potential for up to one acre community garden.

# DIXIE SCHOOL DISTRICT ADMINISTRATION SITE ( FORMER NOVA ALBION SCHOOL )

SAN RAFAEL GENERAL PLAN  
RECREATION ELEMENT  
● JANUARY, 1984 ●

Map G





## **APPENDIX D OPEN SPACE**



# Open Space Priority Matrix

(List does not include parcels where development has been approved; ? = Development potential to be evaluated)

Assessor's Parcel Number	Environmental Issues		Misc.	Open Space Ranking (CAC/PC)	Aesthetics			Neighborhood Sphere of Influence	Other Open Space Nearby	Recreation Potential	Accessibility		Development Potential	Matching Funds Potential	Current Status
	Geology	Hydrology			Visual Backdrop/ Edge	Unique Site Features	Ridgelines Shorelines				Recreation	Development			
1A Gerstle Park Ridge 12-121-03 12-081-07				1/1	ridgeline	redwood grove	separation between Ross & San Rafael	adjacent to other residential (N'hood 25)	adjacent to secured open space (So. Ridge)	Medium to High	unimproved trails	None except from Ross (steep)	limited single family development	with county; ridgeline preservation	
12-081-28	steep/slides			1/1	to West End & Gerstle Park	heavily wooded	separation between Ross & San Rafael	above existing residential (N'hood 25)	adjacent to secured open space (So. Ridge)	Medium to High		poor-very steep	?	with county; ridgeline preservation	
12-272-01				1/1	ridgeline	heavily wooded	separation between Ross & San Rafael	residential surrounding (N'hood 25)	adjacent to secured open space (So. Ridge)	Medium to High	upper Toyon (Private road)		limited single family development	with county; ridgeline preservation	
12-031-06 12-031-21	steep upper slopes			1/1	to West End	redwood grove		upper slopes= visual back-drop (N'hood 25)		Medium to High	Sentinel Ct. (Public St.)		limited single family development		
1B Bret Harte Ridge 12-291-16, 17, 15	one slide, northeast corner of site	necessary downstream drainage improvements		1/1	to Gerstle Park neighborhood	redwood grove, open drainage channel]	below ridgeline	Gerstle Park & Southern Heights	none	limited			developed with single family dwelling; development potential		
13-271-17 13-271-21	major landsliding	upstream flood area FHA natural drainage swales		1/1	to Bret Harte Village & community	heavily wooded-some redwoods	below ridgeline	residential surrounding (N'hood 28)	adjacent to secured open space (So. Ridge-Baldwin Pk)	High-connector between Bret Harte Pk & other open space lands	Irwin St. (public)	'C' Street= questionable	?	with county; community backdrop	
1B Bret Harte Ridge 13-271-29	steep	upstream from flood area: FHA natural drainage swales		1/1	to Bret Harte Village & community	several open unvegetated areas.	below ridgeline	residential below (N'hood 28)	adjacent to secured open space (So. Ridge)	High-connector between open space	trails/ paths (Irwin St)	limited	proposed: single family development	with county; community backdrop	Open space pending
13-174-05	steep	upstream from flood area (FHA)		1/1	to Picnic Valley & Bret Harte	heavily wooded	below ridgeline	adjacent residential uses (N'hood 26)		High but isolated	trails/ paths	limited (McCoy Rd)	limited single family development	with county; community backdrop	



# Open Space Priority Matrix

(List does not include parcels where development has been approved; ? = Development potential to be evaluated)

1C Bartel Property 13-180	steep/ landsliding			4/1	community wide visibilty- San Rafael & Larkspur	major ridgeline	community divider		25 acres under open space ease ment for treatment plant	Medium to High		limited, East Sir Francis Drake Blvd.	limited residential development	with county; community divider; gate- way to East Marin	
2A Quarry 11-051-23 11-121-06				2/1	N'hood visibility		part of larger ridge dividing Terra Linda from Central San Rafael	residential uses below (N'hood 14)	adjacent to secured open space (Dollar Hill)	Medium to High	Twin Oaks Ave; possibly end of Quarry Bd (steep)	limited	N'hood 13/14		
3D Los Ranchitos 10-011-49	steep/ some sliding			4/2	backdrop to Los Ranchitos	redwood grove	ridgeline above = developed	adjacent to residential uses (N'hood 9 & 13)	adjacent to secured open space (Terra Linda Ridge)	Low- adjacent to secure open space	trails/ paths		limited single family development		

# Open Space Priority Matrix

(List does not include parcels where development has been approved; ? = Development potential to be evaluated)

Assessor's Parcel Number	Environmental Issues		Misc.	Open Space Ranking (CAC/PC)	Aesthetics			Neighborhood Sphere of Influence	Other Open Space Nearby	Recreation Potential	Accessibility		Development Potential	Matching Funds Potential	Current Status
	Geology	Hydrology			Visual Backdrop/ Edge	Unique Site Features	Ridgelines Shorelines				Recreation	Development			
3E Sun Valley 10-011-18, 46,07,28,35 10-041-42	steep/ some sliding	upstream from flood area (FHA)		2/2	to Sun Valley (N'hood 13)	rolling/ open unvegetated hills	below ridgeline	adjacent to N'hood develop. (N'hood 13)	Terra Linda Ridge but no connector	High-lack of open space in area	Trails/ paths	Public St.	N'hood 13/ 14 Plan	with county	Secured open space
10-041-03 10-041-04		upstream from flood area (FHA)		2/2	to Sun Valley (N'hood 13)		below ridgeline	adjacent to N'hood develop. (N'hood 13)	Terra Linda Ridge but no connector	High-lack of open space in area	from Calif. Ave. trails/ paths	from Calif. Ave.	certificate of compliance approved for 2 Single family lots		Developed with two single family dwelling
10-041-05 10-041-06		upstream from flood area (FHA)		2/2	to Sun Valley (N'hood 13)		below ridgeline	adjacent to N'hood development (N'hood 13)	Terra Linda Ridge but no connector	High-lack of open space in area	access= questionable		limited to Single family development	with county	Secured open space
Hozz (unincorp.) 177-241-20 (not included in original list	steep/ major sliding	upstream from flood area (FHA)		-/-	to Sun Valley (N'hood 13) & Terra Linda/San Anselmo	rolling hills/ Eucalyptus grove	Community divider	adjacent to development	adjacent to secured open (Terra Linda ridge	High-connector with Terra Linda	paths/ trails	none-through cemetery	?	with County; Community divider ridgeline preservation	Secured open space
4 Grove Hill Sun Valley 10-221-24, 25 10-232-25, 36	steep/ landsliding	natural drainage swales upstream flood area (FHA)		3/2	to Sun Valley (N'hood 13)		below ridgeline which is developed	adjacent to residential development (N'hood 13)		Medium to High	paths/ trails	from 5th Ave.	18 lot-subdivision recorded		under construction
5B Trellis 175-060-44				4/2	to Terra Linda	scattered oak trees	small ridge	residential institutional uses below (N'hood 5)		Low	paths/ trails	from Wellbrock Hts. Dr.	church development (Aldersgate)		open space easement secured
8C Pell Hill 178-061-01	some sliding			3/2	to Terra Linda	scattered oak trees	small ridge	adjacent to residential development (N'hood 6)		Low to Medium	Orchid/ Oleander (Public Sts)				
165-010-77, 79	some sliding			3/2	to Terra Linda	scattered oak trees		adjacent to residential development (N'hood 6)		Low to Medium	trails/ paths	Los Gatos Dr.	limited residential development		

# Open Space Priority Matrix

(List does not include parcels where development has been approved; ? = Development potential to be evaluated)

Assessor's Parcel Number	Environmental Issues		Misc.	Open Space Ranking (CAC/PC)	Aesthetics			Neighborhood Sphere of Influence	Other Open Space Nearby	Recreation Potential	Accessibility		Development Potential	Matching Funds Potential	Current Status
	Geology	Hydrology			Visual Backdrop/ Edge	Unique Site Features	Ridgelines Shorelines				Recreation	Development			
9E Tiscornia Marshland 9-142-01	bay mud/ marsh	Flood Hazard area	Baywildlife	3/1	located at mouth of San Rafael Creek at Bay's edge	Marshland vegetation	shoreline S.F. Bay	Canal/ Seastrand	adjacent to secured open space Pickleweed Park	Low to Medium	shoreline park, Pickleweed Pk.	East Canal Street	see conclusions in EIR, little to none	with county; bayfront preservation	
9F East San Rafael Marshland 9-142-13 9-142-26 9-010-19 9-010-21	bay mud/ marsh	Flood Hazard area	Baywildlife	3/1	edge of development	Marshland vegetation	shoreline S.F. Bay			Medium to High			East San Rafael urban Plan/ policy statement-Army Corp of Engrs. /BCDC	with county; bayfront preservation	Development approved on fill portion of site; open space secured
Canalways (Holiday Magic) 9-010-22 9-010-24 9-010-25	bay mud/ some marsh	Flood Hazard area (ponding area- portion)	Baywildlife	-/-		Marshland vegetation (portion)	adjacent shoreline S.F. Bay			Not ranked	paths/ shoreline park extension	Francisco Boulevard	East SR Urban Plan/Policy statement Army Corp of Engrs. / BCDC	with county; bayfront preservation	
Shoreline Band & Access 9-142-13, 26,53 9-010-20 ptn. 21	bay mud some marsh some fill	Flood Hazard area (FHA)	Baywildlife	-/-	shoreline S.F. Bay (edge)	Marshland vegetation (portion); shoreline	shoreline S.F. Bay			high but should be acquired through other means of purchasing	shoreline park band paths, trails	limited	East SR Urban Plan/Policy statement	with county; bayfront preservation	Development approved on fill portions of site Partially secured
9-010-22 ptn. 23	bay mud some marsh some fill	Flood Hazard area (FHA)	Baywildlife	-/-	shoreline S.F. Bay (edge)	Marshland vegetation (portion); shoreline	shoreline S.F. Bay			high but should be acquired through other means of purchasing	shoreline park band paths, trails	limited		with county; bayfront preservation	wetland-secured open space
9-010-26	land fill	Flood Hazard area (FHA)	Baywildlife	-/-	shoreline S.F. Bay (edge)	Disposal site land fill	shoreline S.F. Bay			high but should be acquired through other means of purchasing	through subdivision to Bay	Francisco Blvd.	Bay Park subdivision approved with shoreline park dedication		wetland-secured open space
9-290-30 9-290-31	land fill/ bay mud/ marsh	Flood Hazard area (FHA)	Baywildlife	-/-	shoreline S.F. Bay (edge)	Marshland vegetation (portion); shoreline	shoreline S.F. Bay			high but should be acquired through other means of purchasing			proposed fill & development on 9-290-31	with county; bayfront preservation	wetland-secured open space
9-290-32 33,34, ptn.09 9-161-48	bay mud/ marsh	Flood Hazard area (FHA)	Baywildlife	-/-	shoreline S.F. Bay (edge)	Marshland vegetation (portion); shoreline	shoreline S.F. Bay			high but should be acquired through other means of purchasing	paths/ trails	limited through properties fronting Francisco Blvd.	East San Rafael Plan/ Policy Statement	with county; bayfront preservation	wetland-secured open space



# Open Space Priority Matrix

(List does not include parcels where development has been approved, ? = Development potential to be evaluated)

Assessor's Parcel Number	Environmental Issues		Misc.	Open Space Ranking (CAC/PC)	Aesthetics			Neighborhood Sphere of Influence	Other Open Space Nearby	Recreation Potential	Accessibility		Development Potential	Matching Funds Potential	Current Status
	Geology	Hydrology			Visual Backdrop/ Edge	Unique Site Features	Ridgelines Shorelines				Recreation	Development			
9-161-22, 36,41,47	baymud	Flood Hazard Area (FHA)	bay wildlife	-/-	shoreline S.F. Bay (edge)	bayfront entrance to San Rafael	Marshland vegetation (portion); shoreline			High but should be acquired through other means of purchasing	through subdivision to Bay	Francisco Boulevard	commercial/ industrial complex approved with 100' wide park band		Wetland - secured open space
10B Dominican/ Black Canyon 15-250-01, 44	rocky/ outcrops			3/2			below ridgeline		adjacent to secured open space (Barbier Pk)	low-because of adjacent open space	paths/ trails (unimp.)	off of Glen Park	Mountain Cascade proposal pending		
10G Gold Hill Country Club 15-250-02 28,34,51,55	rocky/ outcrops			1/2	county-wide visibility	scattered oak/laurel groves	below ridgeline	residential below (N'hood 16/ 17)	adjacent to secured open space (Barbier Pk)	low-adjacent open space*	trails/ paths (unimp.)	end of Mt. View & Margarita Avenues	?	with county; ridgeline preservation community visibility	
10G/F Glenwood 185-030-01 185-010-15, 16, 17				3/2				adjacent to other residential use (N'hood 20)	adjacent to Victor Jones Park	Low		end of Fernwood Way	lower portion developed		Developed
186-051-01				3/2				adjacent to residential development (N'hood 20)		Low		adjacent to Marin Dr./ Ridge Road	limited single family development		Secured Open Space
12 Peacock Gap 184-010-36	land-sliding	upstream from flood hazard area (FHA)		3/2				adjacent to residential development (N'hood 21)		Low	trails/ paths (unimp.)	adjacent to Pt. San Pedro Road	Peacock Gap N'hood Plan		Secured Open Space
13A Peacock Gap 186-480-61 186-470-73, 79		upstream from flood area (FHA)		1/2	N'hood visibility		upper slopes to ridge divider Peacock Gap/No. San Pedro; no develop. above 125' el. (N'hood 21)	adjacent to residential (N'hood 21)	adjacent to secured open space (China Camp Park)	Low		Biscayne Drive (public st.)	Peacock Gap N'hood Plan		Secured Open Space
13B American Savings/Loan 186-470-80		upstream from flood area (FHA)		1/2			no development above 125' contour	adjacent to residential (N'hood 21)	adjacent to secured open space (China Camp Park)	Low		McNear Drive (public st.)	Peacock Gap N'hood Plan		
14 Marin Island West 9-141-02	Rock outcrop	BCDC jurisdiction	bay wildlife (rookery)	4/2	bayside visibility	island status				Low	None (except boat)	None	?	with county; unique environment	

\* Note: Connector to San Pedro Peninsula Open Space System

**Inventory List of  
Potential Open Space, July 7, 1986  
(Vacant Parcels)**

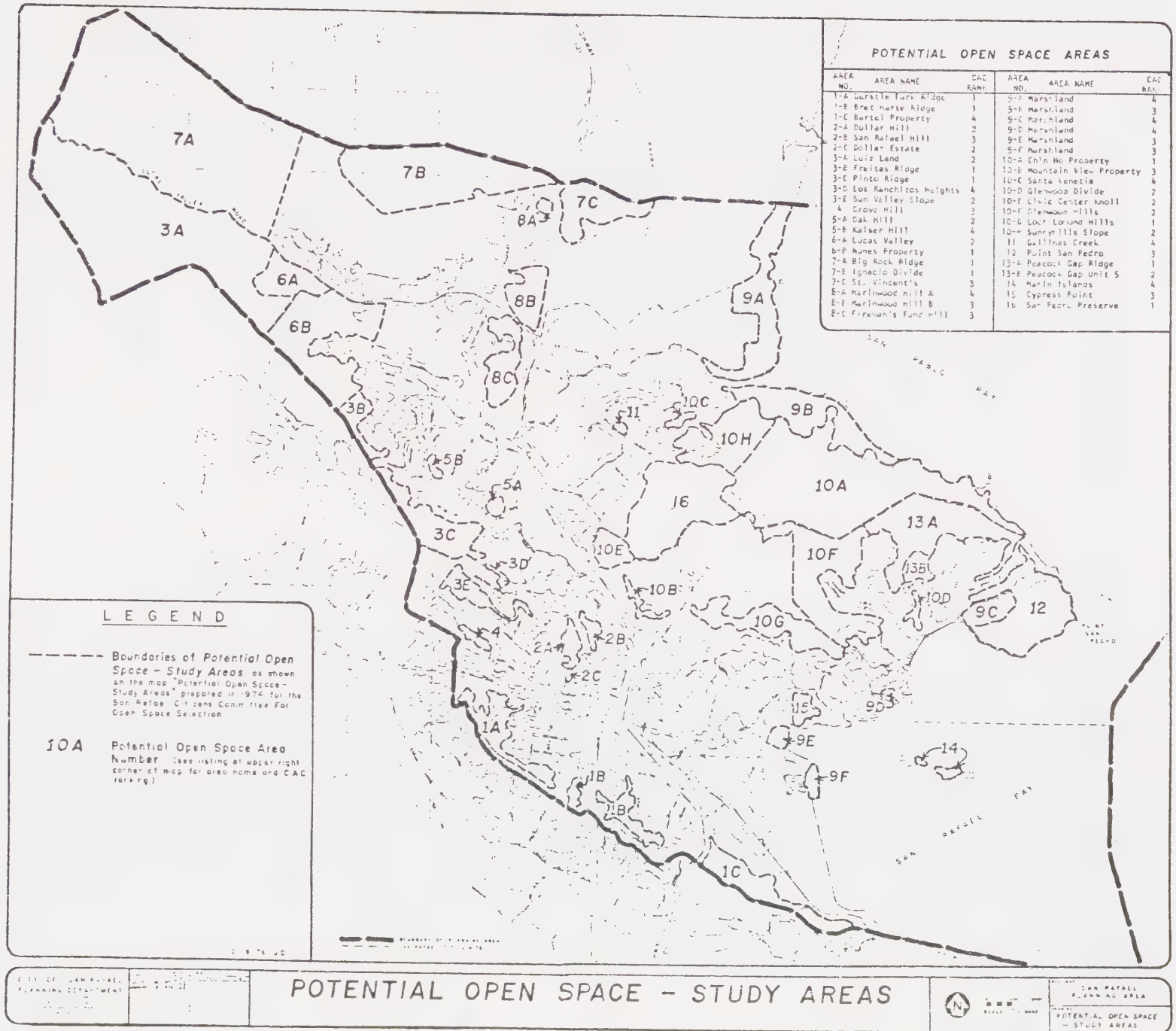
<u>OPEN SPACE AREA</u>	<u>AP#</u>	<u>NEIGHBORHOOD</u>	<u>OPEN SPACE C.A.C. RANKING</u>	<u>STATUS</u> **Parcel considered for Open Space acquisition ¥Secured Open Space N/A: no longer applicable as site is developed
1A	12-081-44 12-081-37	<u>Gerstle Park-West End</u>	1	Hillside Drive 4 lots recorded, Open Space <u>secured</u> ¥
	12-081-28		1	**
	12-121-03 12-081-07		1	Vacant **
	12-081-46		1	Oakwood Subdivision Clorinda (ext.) recorded, Open Space <u>secured</u> ¥
	12-031-06 & 21		1	**
	12-201-12		1	N/A: Dev. with single-family house
	12-241-04, 24, 25, & 27		1	Open Space <u>secured</u> ¥
	12-241-29, 30, 31, & 32		1	N/A: Lots approved for development
	12-251-08 12-261-04		1	Open Space <u>secured</u> ¥
	12-261-01, 02, 09, & 10		1	N/A: Lots approved for development
	12-272-01		1	**
1B	12-291-15, 16, 17	<u>Bret Harte Ridge</u>	1	** Dev. with single-family house
	12-282-01		1	Weiss subdivision lots recorded. Open Space <u>secured</u> ¥
	13-174-05		1	**
	13-272-17 & 21		1	Upper Irwin St. **
	13-271-29		1	13 lot subdivision appr. with secured open space, final map pending

OPEN SPACE AREA	AP#	NEIGHBORHOOD	OPEN SPACE C.A.C. RANKING	STATUS
				**Parcel considered for Open Space acquisition ¥Secured Open Space N/A: no longer applicable as site is developed
	13-271-33, 34, 35, 36, 37		1	Venne 4 lot subdivision recorded. Open Space <u>secured</u> ¥
	13-141-25, 13-271-30		1	Lynn Ct. Open Space <u>secured</u> ¥
1C	18-180-48	<u>East San Rafael</u>	1	** San Quentin Ridge
2A	11-051-23	<u>Fairhills, Sun Valley</u>	4	** Quarry
	11-051-27 11-084-41	<u>Fairhills, Lincoln</u>	3	Dollar Hill Open Space <u>secured</u> ¥
2C	11-131-05	<u>Fairhills</u>	2	Falkirk, Open Space <u>secured</u> ¥
3B	175-010-08, 93, 96	<u>Terra Linda, Mont Marin</u>	1	Open Space <u>secured</u> ¥
3C	175-010-88, 95		1	Open Space <u>secured</u> ¥
3D	10-011-47	<u>Los Ranchitos</u>	4	End of Oakview 6 lot subd. recorded, OS <u>secured</u> ¥
	10-011-49		4	**
3E	10-011-06, 07, 18, 35 & 46, 10-041-42, 177-240-11, 14, 18, 20	<u>Sun Valley</u>	3	Sun Valley slope & Hozz Open Space <u>secured</u> ¥ (via Assessment District)
4	10-221, 29 & 34, 10-232-42, 43, 44		2	Grove Hill, Open Space <u>secured</u> ¥
5A	175-060-18, 19	<u>Terra Linda</u>	2	Oak Hill, OS <u>secured</u> ¥
5B	175-060-57		4	Kaiser, OS <u>secured</u> ¥ (via development review)
6B	165-010-12, 73, 74, 82, 84, 88, 91		1	Open Space <u>secured</u> ¥
8C	165-141-30	<u>Mont Marin-SR Park</u>	3	N/A: Santiago Way 3 lot subd. recorded
	165-010-86, 87		3	N/A: Lucas Valley Rd office & residential subd. approved



OPEN SPACE AREA	AP#	NEIGHBORHOOD	OPEN SPACE C.A.C. RANKING	STATUS
				**Parcel considered for Open Space acquisition ¥Secured Open Space N/A: no longer applicable as site is developed
8C	165-010-50, 52, 81	<u>Mont Marin, Northgate</u>	3	Los Gamos Dr. Firemans Fund office approved, Open Space <u>secured</u> ¥
	165-010-76, 78	<u>Mont Marin, SR Park</u>	3	Open Space <u>secured</u> ¥
	165-010-77, 78		3	De Long property **
	178-061-01	<u>Terra Linda</u>	3	Pell Hill **
9E	9-142-01	<u>East San Rafael</u>	3	** Marina dev. opposed by City
9F	9-142-13, 26, 9-010-19, 21		3	** Spinnaker on the Bay. Dev. proposed for adjacent filled areas.
10B	15-250-01	<u>Dominican</u>	3	** Dominican Cascades res. master plan proposed
	15-311-01, 02, 03, 04, 05, 06 & 15-350-42		3	N/A: Worthington/Linden Lane 6 lot subd. recorded
10D	185-030-01	<u>Glenwood</u>	2	N/A Fernwood Way. Dev. with single-family house
10E	175-321-39, 40	<u>Civic Center</u>	2	Meadow Oaks 140 unit sub. recorded, OS <u>secured</u> ¥ (through dev. review)
	175-321-01		2	Laurel Glen, 34 unit subd. appr. with OS. Pending. (approvals expired)
10F	186-470-74	<u>Glenwood</u>	2	China Camp. OS <u>secured</u> ¥
	186-051-01		2	N/A: developed.
	186-041-01, 186-042-01 & 186-071-01		2	N/A: developed.
10G	15-250-02, 28 & 15-250-34, 55	<u>Dominican</u>	1	** Gold Hill
	15-081-51		1	Open Space <u>secured</u> ¥
	15-250-57, 58		1	N/A: SF house approved

OPEN SPACE AREA	AP#	NEIGHBORHOOD	OPEN SPACE C.A.C. RANKING	STATUS
				**Parcel considered for Open Space acquisition ¥ <u>Secured</u> Open Space N/A: no longer applicable as site is developed
10G	186-520-15, 16	<u>Dominican</u>	1	Open Space <u>secured</u> ¥
	186-520-17, 18 & <u>Loch Lomond</u> 186-031-02, 06		1	Loch Lomond Unit 10 Master Plan proposed with open space--pending.
12	184-010-54, <u>Peacock Gap</u> 184-030-08, 10, 18, 19 & 184-010-52		3	Open Space <u>secured</u> ¥ (through dev. review)
13A	186-480-01, 186-470-13 & 79		1	Open Space <u>secured</u> ¥ (through dev. review)
13B	186-530-62		1	Peacock Green. OS <u>secured</u> ¥ (thru dev. review)
14	9-141-02 & 17	<u>Marin Islands</u>	4	** West island designated wildlife area in BCDC Plan; East Island developed.
15	16-231-05, 09 <u>Loch Lomond</u> 16-242-07, 09, 16, 17		3	Seastrand. Open Space <u>secured</u> ¥ (through dev. review)





**APPENDIX E**  
**GEOTECHNICAL REVIEW**  
**MATRIX**



## GEOTECHNICAL REVIEW INTRODUCTION

Geotechnical review is an important part of City project review. Applications for master plan zoning, subdivision, use permit/grading permit, design review, or conditional certificates of compliance require geotechnical studies. If the site is rated 3 or 4 (most hazardous) on the General Plan Geoseismic or Slope Stability Maps, a Geotechnical Investigation Report will be required for projects to be deemed complete. If the site is rated 1 or 2, a preliminary Geologic Report will be required. A Geotechnical Investigation may also be required on a more stable site if the use is a defined "critical use" or if the site is downslope of possible debris flow avalanche areas.

Additionally, for use permits, subdivisions except lot line adjustments, design review permits and master plan zonings located on artificial fill or on land which has been used by businesses, the preliminary Geotechnical Report would include a preliminary hazardous materials evaluation. If the preliminary evaluation identifies evidence of hazardous materials, a Hazardous Waste Investigation Report will be required.

The contents of the Preliminary Geologic Report, the Geotechnical Investigation Report and Hazardous Waste Investigation Report are identified in the following 1987 Geotechnical Review Matrix.

## GEOTECHNICAL REVIEW MATRIX CONTENTS

EXPLANATION OF GEOTECHNICAL REVIEW MATRIX FOR THE SAN RAFAEL GENERAL PLAN 2000	C-1
REPORT DOCUMENTATION GUIDELINES	C-3
Preliminary Geologic Report	C-4
Geotechnical Investigation Report	C-4
Construction Observation Report	C-5
Geotechnical Review	C-6
Hazardous Waste Investigation Report	C-6
REPORT DOCUMENTATION	C-6
Landslide Information	C-6
Conclusions and Recommendations	C-7
Geologic Maps	C-7
Geologic Sections, Subsurface Logs and Tabulations	C-7
GLOSSARY	C-8
PLATE 1 - Geotechnical Review Matrix San Rafael General Plan 2000	Attached

## EXPLANATION OF GEOTECHNICAL REVIEW MATRIX FOR SAN RAFAEL GENERAL PLAN 2000

The Matrix (Plate 1) attached to the end of this section summarizes the geotechnical requirements for various types of land use projects during different stages of government processing. The level of investigation for each project is related to public safety and the geologic risks associated with the site. Projects which have the greatest potential impact on public safety and that are proposed on lands with high geologic risk have the strictest requirements.

It is the intent of the matrix to help members of the community to plan and organize for projects presented to the City. It is also intended that the matrix will recognize a standard of practice pursued by geotechnical



consultants. The main purpose of the matrix is to require a level of effort that is prudent and economically fair to developers and that adequately reduces the community's risks associated with geologic hazards. Another purpose of the matrix is to reduce the time needed by the City to make decisions by providing a means of objectively reviewing projects.

The governmental approval processes affecting land use projects are listed in the left-hand column of the matrix. The four land use categories listed across the top of the matrix are defined below:

**Critical Use:** Hospitals and related care centers, schools, auditoriums, churches and theaters, fire and police stations, transportation centers and facilities, major utilities, and communication facilities.

**High Occupancy:** Residential (single-family, apartments and PUDs); commercial (office buildings, restaurants and retail stores); and light and heavy manufacturing and assembling.

**Low Occupancy:** Warehouses, storage facilities and distribution centers.

**Parks/Open-Space:** Parks, marinas, and public and private open-space.

The relative slope stability and geo-seismic hazard zones are indicated by the numbers 1, 2, 3 and 4. The relative slope stability zones are based on the slope stability maps of San Rafael and other portions of eastern Marin County prepared by the California Division of Mines and Geology in 1976. The slope stability zones used by the California Division of Mines and Geology are defined as follows:

**"Zone 1** - The most stable category. This zone includes resistant rock that is either exposed or is covered only by shallow colluvium or soil. Also included in this zone are broad, relatively level areas along the tops of ridges or in valley bottoms that may be underlain by material that is quite weak (such as Franciscan melange and alluvium) but occupies a relatively stable position.

**Zone 2** - Includes narrow ridge and spur crests that are underlain by relatively competent bedrock, but are flanked by steep, potentially unstable slopes.

**Zone 3** - Areas where the steepness of the slopes approaches the stability limits of the underlying geological materials. Some landslide deposits that appear to have relatively more stable positions than those classified within Zone 4 are also shown here.

**Zone 4** - The least stable category. This includes most landslide deposits in upslope areas, whether presently active or not, and slopes where there is substantial evidence of downslope creep of the surface materials. These areas should be considered naturally unstable, subject to potential failure even in the absence of man's activities and influences. Banks along deeply incised streams are also included in Zone 4.

These judgments are interpretive, and generally apply to large areas. Within each area conditions may range locally in detail through all stability categories. Hence, an area designated 1 may locally contain unmapped landslides, and an area designated 4 may locally contain relatively stable sites."

Debris-avalanche landslides move rapidly downslope and may travel thousands of feet crossing over areas zoned 1 through 3 as well as Zone 4 areas. Areas in Zones 1 through 3 that may be affected by such landslides, in the judgment of a Certified Engineering Geologist, shall be downgraded to Zone 4 areas. In general, slope stability zones should be re-evaluated by a Certified Engineering Geologist during site-specific investigations. Based on such investigations, the City may upgrade or downgrade the mapped slope stability in some areas.

The relative geo-seismic hazard zones are based primarily on a rating system which assigns a geo-seismic hazard rating for each of the geologic units in the planning area. The system rates from 1 to 4 the geo-seismic hazard associated with each geologic unit shown on the California Division of Mines and Geology Maps of the San Rafael Vicinity prepared in 1976. Geologic units are defined on the State maps.

Geo-seismic hazards include, but are not limited to, landslides, soil creep, expansive soil, seismic shaking, seismically induced ground failure, surface fault rupture, tsunamis, flooding, and high ground water table. Units rated as Zone 1 are the least hazardous. The hazard rating assigned to each geologic unit is derived from the work of the California Division of Mines and Geology. These ratings with some modifications are indicated on the following table:

#### GEOLOGIC UNIT

#### GEOSEISMIC HAZARD ZONES

Qaf (Fill)	Fill is assumed to be 4. If investigation shows fill to be engineered, the fill will be assigned the number of the underlying geologic unit.
Landslides	4
Qm (Bay mud)	4
Qa (Alluvium)	2
Qc (Colluvium)	Slope stability 1 or 2 = 2 Slope stability 3 or 4 = 4
Tv (Volcanic Rocks)	1
Ks (Arkosic Sandstone and Shale)	1
Kjs(Graywacke Sandstone and Shale)	1
Kjch (Chert)	1
Kjg (Basaltic Volcanic Rocks)	1
Kjsch (Metamorphic Rocks)	Slope Stability 1 or 2 = 2 Slope Stability 3 or 4 = 4
Fm (Franciscan Melange)	3
Fm (Creeping)	4

The capital letters A through D in each geologic risk zone column of the Matrix indicate the levels of report required for a particular land use project in a specific risk zone at a particular stage of governmental process.

#### **REPORT DOCUMENTATION GUIDELINES**

This section provides guidelines for the content of various geotechnical reports submitted to the city at different stages of project review. The content of each level of report should include, but may not be limited to the items listed below. Since different physical conditions demand differing reports, the content indicated for each report should be flexible. The city, however, may not accept reports that omit content guidelines without the City's prior approval. Geologic reports shall be prepared by a Certified Engineering Geologist (CEG) and soil engineering reports shall be prepared by a Registered Geotechnical Engineer (RGE). When reports require input from both disciplines, the reports shall be jointly prepared by a CEG and a RGE. It is the City's policy to evaluate not only the development site and its effect on adjacent properties, but also adjacent properties that may affect the site.

## A. PRELIMINARY GEOLOGIC REPORT

This report is intended as an overview of site conditions. Its purpose is to identify obvious geologic hazards and geotechnical problems and considerations, and to provide a preliminary assessment of the suitability of the site for the project. The level of effort may vary depending on the site conditions.

The study should include:

1. A review of the site history and previous geologic/soils maps, literature and reports.
2. Consultation with prior geotechnical investigators as judged necessary.
3. Interpretation of stereopaired aerial photographs as conditions warrant.
4. A field reconnaissance of the site and vicinity.
5. Subsurface exploration if judged necessary to assess unclear geologic conditions.
6. Review of the engineering aspects of the proposed site including size and type of structures, and magnitude and extent of grading.
7. Review of historical land uses, nature of fill and site characteristics for evidence/potential of hazardous materials. (Refer to General Plan Map GP-22 for preliminary mapping of areas of concern).
8. Preparation of a written report which includes the following information:
  - a) A description of the proposed project and its location.
  - b) The general setting of the area being investigated including the location, size, history, topography, drainage and general soil/geologic conditions.
  - c) A detailed geologic map of the site (exceptions are discussed under the heading Geologic Maps in the Report Documentation section).
  - d) A discussion of Geologic hazards.
  - e) The geotechnical feasibility of the proposed project, basic geotechnical problems, and generalized mitigation measures to be considered.
  - f) A discussion of the engineering aspects of the site and proposed project. The discussion should address foundation types for proposed structures, retaining systems, grading considerations, stability of cutslopes and constructed embankments, settlement of the site and adjacent sites due to existing conditions, proposed construction, and proposed surface and subsurface drainage facilities.
  - g) A bibliography of all references used.

## B. GEOTECHNICAL INVESTIGATION REPORT

This report stage is intended to define the subsurface conditions, and provide geotechnical conclusions and recommendations for design and construction of the project. The investigation should include the scope of the level "A" report as well as the following:

1. Subsurface exploration by test pits or borings. Representative disturbed and undisturbed samples should be taken for laboratory testing. Geophysical instrumentation may be used to provide supplemental information.
2. Laboratory testing of representative samples of soil and bedrock.
3. New (or revised) geologic mapping to reflect data obtained from the subsurface



investigation.

4. Analysis of field and laboratory test results.
5. An evaluation of soil and geologic conditions and their effect on the proposed project.
6. A settlement analysis if the site is underlain by Bay Mud or other compressible soils; including assessment of site grades and settlement to account for 30-year elevation of +6 feet MSL or other criteria as determined by the City.
7. An evaluation of soils for liquefaction potential.
8. A site specific assessment of seismic ground motion for critical use and high hazard zones, particularly Bay Mud sites.
9. A slope stability analysis for embankments constructed on Bay Mud, and for excavation in Bay Mud. A slope stability analysis may also be needed where unretained slopes steeper than 2:1 in soil or 1-1/2:1 in rock are planned or present.
10. Preparation of a written geotechnical investigation report which includes the following information:
  - a) A description of the subsurface conditions encountered.
  - b) Logs of subsurface explorations and laboratory test results.
  - c) A revised geologic map (needed only if geologic conditions differ from the original map).
  - d) Subsurface cross-sections, when appropriate.
  - e) A discussion of potential geologic hazards and recommended mitigation measures.
  - f) Geotechnical recommendations for design and construction of the project which include the following information when appropriate:
    - i. foundation support of structures.
    - ii. lateral pressures for retaining structures.
    - iii. estimated settlement behavior including performance of structures, estimated final grades to achieve 30-year settlement elevations; and discussion of settlement on gravity flow utilities and subsurface drainage.
    - iv. site grading including criteria for cutslopes and embankments on soft soils
    - v. site dynamic response spectra.
    - vi. pavement design criteria.
    - vii. erosion control and winterization measures.
  - g) Items recommended to be observed by geotechnical consultant during construction.

Prior to issuance of a building permit and start of construction, the geotechnical consultant should review the construction plans and submit a letter indicating conformance of the plans with the intent of the geotechnical report recommendations. Plan changes may be recommended before plans are approved and a construction permit is issued. Report and plan reviews are performed at the applicants expense.

#### C. CONSTRUCTION OBSERVATION REPORT

This report documents the geotechnical field observation and testing during construction. Interim or periodic progress reports may be required on larger projects. The report should include:

1. A description of the grading, foundation excavations, subsurface drainage, and hazard mitigation measures performed.

2. A summary of items observed and tested.
3. Unanticipated conditions encountered during grading or construction, and any field changes implemented that differ from the approved grading and construction plans.
4. A statement regarding the conformance or nonconformance of construction to the geotechnical recommendations, and any items not observed or tested during construction.

#### D. GEOTECHNICAL REVIEW

Prior to acceptance, geotechnical reports are subject to review by the City of San Rafael Geotechnical Review Consultant. The reports are only reviewed for conformance with the geotechnical requirements of the general plan and this document. Additional work, including exploration, testing, and analysis may be recommended if judged necessary by the reviewer. The geotechnical review will usually require a response by the geotechnical consultants.

#### E. HAZARDOUS WASTE INVESTIGATION REPORT

This report shall be submitted for: sites where hazardous contamination is suspected or encountered, and for investigations of existing or proposed waste dumps sites. Tasks should include the following:

1. Installation of ground water and/or vadose zone monitoring wells.
2. Laboratory analysis of fills, unconsolidated deposits, water samples and/or gas samples for hazardous waste contamination.
3. Periodic monitoring of gases and/or water samples.
4. Preparation of a written report which includes the following as judged necessary by the geotechnical consultant:
  - a) Chemical analysis results of soil ground water, and/or gas samples. (Include values for normal or allowable ranges.)
  - b) Boring logs with a description of subsurface materials.
  - c) Subsurface permeability test results.
  - d) Potentiometric map of ground water in site vicinity.
  - e) A map showing the concentrations, lateral extent, and thickness of the contamination zone if ground contamination exists.
  - f) A discussion about water supplies that may be affected by contaminated sites.
  - g) Recommended mitigation measures for contaminated sites.
  - h) Suitability assessment of existing or proposed waste dump sites.

### REPORT DOCUMENTATION

#### Landslide Information

Landslides are one of the most common and serious geologic hazards that affect the San Rafael area, and therefore, should be given special attention by the geotechnical consultant.

A landslide is defined here as the downslope movement of soil and rock material en masse under the influence of gravity. Where landslides affect a site, the consultant should describe, as a minimum, the landslide geometry, mechanics of movement, amount of movement, age of movement, failure surface, ground water conditions, cause(s) of original movement, change in conditions since the last movement, and the degree of present and anticipated future stability. The landslides to be considered include not only landslides on a site, but landslides on adjacent properties that may affect a site. If it appears that a site

is not affected by landslides, the consultant should make such a statement in his report.

The above information should be documented by existing literature and observations that may require detailed topographic and geologic mapping, interpretation of aerial photographs, subsurface exploration, sampling and laboratory testing of soil and bedrock, water table measurements, survey measurements to detect movement, slope stability analysis, and the preparation of subsurface cross-sections.

### Conclusions and Recommendations

Since conclusions and recommendations are normally the most important portions of a report, they should be described in a separate section. The section should address the following: (1) the effects of the geologic conditions on the proposed land use (2) the effects of the proposed land use on future geologic processes, and (3) the effects of the geologic conditions and proposed land use on surrounding properties.

### Geologic Maps

Geologic maps are required with geologic reports with two exceptions:

- (1) a geologic map may not be necessary for small parcels if the geologic conditions can be completely described in writing or with the aid of geologic sketches to the satisfaction of the City;
- (2) if a geologic map was included in a previous report a geologic map may be omitted from supplemental reports if the supplemental information does not change the original mapping of geologic conditions.

The base used for geologic maps should be the most recent and legible site plan submitted to the City, and it should be at a scale that is large enough to show pertinent geologic features. The base map should include but not be limited to a bar scale, a north arrow, the source and date, revision dates, the contour interval, and a legend of the engineering and geologic symbols used. If such information is available, the proposed construction areas and proposed grading indicated by contour lines should also be included on the base map.

The geologic map should be of sufficient detail to accurately depict the geologic conditions affecting the study area. The map should include (as is appropriate) geologic formations or other mappable lithologic units; geologic structures; and surficial features in accordance with generally accepted standards and nomenclature. The map should clearly show the geologic features necessary for a complete and accurate evaluation of the feasibility and design of the proposed development. The map should also include the locations of subsurface explorations and geologic sections, if applicable.

### Geologic Sections, Subsurface Logs, and Tabulations

Subsurface explorations such as test borings, test pits, geophysical instrumentation, or ground water monitoring wells are needed to accurately identify subsurface conditions. When subsurface work is performed, the information obtained should be documented in reports by use of graphic logs and descriptions. Graphic representations of the logs may be omitted if the subsurface conditions can be described in writing in sufficient detail to satisfy the City. To fully understand the soil and geologic relationships of subsurface explorations, it may be necessary to prepare a geologic section (subsurface profile) drawing across the site.

Laboratory test results should be included on logs or presented on a summary table. Where curves are plotted to analyze laboratory test results, the graphic representation of such curves should be presented in the geotechnical report.



## GLOSSARY

**bedrock** - A general term for the rock, usually solid, that underlies soil or other unconsolidated, superficial material.

**boring** - A hole made while drilling, such as for oil or soil samples.

**compaction** - The densification of soil by means of mechanical manipulation.

**contour line** - A line connecting points of equal value (generally elevation) above or below some reference value such as a datum plane. Contour lines are commonly used to depict topographic or structural shapes.

**cross-section** - A diagram or drawing that shows geologic features transected by a given vertical plane.

**debris avalanche** - The very rapid and usually sudden sliding and flowage of incoherent, unsorted mixtures of soil and weathered bedrock.

**dynamic response** - A site specific assessment of seismic ground motions indicating the nature and severity of motions which can cause shaking of a structure. It is usually performed for critical use facilities and sites with potentially hazardous conditions such as bay mud, loose saturated sands, and sanitary landfill.

**earthquake** - Groups of elastic waves propagating in the earth, set up by a transient disturbance of the elastic equilibrium of a portion of the earth.

**embankment** - A linear structure, usually of earth or gravel, constructed so as to extend above the natural ground surface and designed to hold back water from overflowing a level tract of land, to retain water in a reservoir, tailings in a pond, or a stream in its channel, or to carry a roadway or railroad; e.g., a dike, seawall, or fill.

**erosion** - The wearing away of soil and rock as a result of the movement of wind, water, and/or soil.

**expansive soil** - A soil usually of clayey character, which changes volume with changes in moisture content. As the moisture of the soil increases, the soil swells or expands, as the moisture content decreases, the soil shrinks.

**fault** - a fracture in the earth's crust along which there has been displacement.

**fill** - Man-made deposits of soil and/or waste material.

**formation** - A persistent body of igneous, sedimentary, or metamorphic rock, having easily recognizable boundaries that can be traced in the field without recourse to detailed paleontologic or petrologic analysis, and large enough to be represented on a geologic map as a practical or convenient unit for mapping and description.

**geophysical exploration** - An indirect method of determining structure and composition of underground geological formations. The principle involved includes the use of electric, gravity, magnetic, seismic, or thermal instrumentation.

**ground failure** - A permanent differential ground movement capable of damaging or seriously endangering a structure.

**groundwater level** - The elevation of the water table or another potentiometric surface at a particular place or in a particular area, as represented by the level of water in wells or other natural or artificial openings or depressions communicating with the zone of saturation.

**grading** - The removal or placement of earth material by mechanical means during preparation of construction sites.

**landslide** - The downslope movement of soil and rock material en masse under the influence of gravity.

**liquefaction** - In cohesionless soil, the transformation from a solid to a liquid state as a result of increased pore pressure and reduced effective stress.

**permeability** - The property or capacity of a porous rock sediment, or soil for transmitting a fluid; it is a measure of the relative ease of fluid flow under unequal pressure.

**potentiometric surface** - An imaginary surface representing the total head of ground water and defined by the level to which water will rise in a well. The water table is a particular potentiometric surface.

**seismic shaking** - Earthquake shaking.

**settlement** - The reduction of surface elevation due to the compressibility of underlying soils.

**slope** - An inclined ground surface, the inclination of which is expressed as a horizontal distance to a vertical distance. A 2:1 slope indicates distances of 2 horizontal to 1 vertical.

**slope stability** - The resistance of a natural or artificial slope or other inclined surface to failure by landsliding.

**stereopair** - An overlapping pair of photographs that, when properly oriented and used with a stereoscope, gives a three-dimensional view of the area of overlap.

**test pits or test trenches** - subsurface excavations other than borings that are usually large enough for a man to enter for the purpose of visual observation, sampling, and mapping.

**tsunami** - A gravitational sea wave produced by any large-scale, short duration disturbance of the ocean floor, principally by a shallow submarine earthquake, but also by submarine earth movement, subsidence, or volcanic eruption and may pile up to heights of 30m or more and cause much damage on entering shallow water along an exposed coast.

**vadose zone** - A subsurface zone containing water under pressure less than that of the atmosphere, including water held by capillarity; and containing air or gases generally under atmospheric pressure. This zone is limited above by the land surface and below by the surface of the zone of saturation.

**unconsolidated material** - (a) A sediment that is loosely arranged or unstratified, or whose particles are not cemented together, occurring either at the surface or at depth; (b) soil material that is in a loosely aggregated form.

**water table** - groundwater level

## GEOTECHNICAL REVIEW MATRIX

	SLOPE STABILITY & GEO-SEISMIC HAZARD ZONES 1, 2, 3 & 4															
	LAND USE CATEGORY															
	CRITICAL				HIGH OCCUPANCY				LOW OCCUPANCY				PARKS/OPEN SPACE			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
REZONING-MASTER PLAN	A	A	B/D	B/D	A	A	B/D	B/D	A	A	A	A	N/A	N/A	N/A	N/A
SUBDIVISION-TENTATIVE MAP, PARCEL MAP, CONDITIONAL CERTIFICATION OF COMPLIANCE	B/D	B/D	B/D	B/D	B		B/D	B/D	A	A	B/D	B/D	A	A	B/D	B/D
USE PERMIT/GRADING PERMIT	B/D	B/D	B/D	B/D	B	B	B/D	B/D	B	B	B/D	B/D	A	A	B/D	B/D
DESIGN REVIEW	B/D	B/D	B/D	B/D	E	E	B/D	B/D	A	A	B/D	B/D	A	A	B/D	B/D
BUILDING PERMIT	B/D	B/D	B/D	B/D	E	B	B/D	B/D	E	E	B/D	B/D	A	A	B/D	B/D
OCCUPANCY PERMIT/NOTICE OF COMPLETION	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C

Requirements for the following to be determined on a case by case basis, dependent upon the specificity of proposal:

- General Plan Amendment
- Major Highway
- Regional Centers
- Subdivisions-Other
- Variance
- Open Space Acceptance
- Pre-Application Feasibility

Report type:

- A Preliminary Geologic Report
- B Geotechnical Investigation Report
- C Construction Observation Report
- D Geotechnical Review

NOTE: A hazardous waste investigation report shall be submitted for sites where contamination is suspected, and for investigations of existing or proposed waste dump sites.

### LAND USE CATEGORIES

<u>Critical Use:</u>	Hospitals and related care centers, schools, auditoriums, churches and theaters, fire and police stations, transportation centers and facilities, major utilities, and communication facilities.
<u>High Occupancy:</u>	Residential(single-family, apartments and PUDs); commercial(office buildings, restaurants and retail stores); and light and heavy manufacturing and assembling
<u>Low Occupancy:</u>	Warehouses, storage facilities and distribution centers
<u>Parks/Open Space:</u>	Parks, marinas, and public and private open-space

**DONALD  
HERZOG  
& ASSOCIATES, INC.**  
GEOTECHNICAL CONSULTANTS

Job No.  
Appr:  
Date:

GEOTECHNICAL REVIEW MATRIX  
SAN RAFAEL GENERAL PLAN 2000  
SAN RAFAEL, CALIFORNIA

PLATE  
**1**



**APPENDIX F**  
**NOISE CONTOUR CHARTS**



CITY OF SAN RAFAEL  
1986 Traffic Noise Levels

Road Segment	ADT	% Trucks	Speed	L <sub>dn</sub> Contour (dBA) distance in ft. from center of roadway				
				80	75	70	65	60
HIGHWAY 101								
Sir Francis Drake to 17/580	117,000	5.5	55	87	187	403	869	1872
to Irwin	137,000	5.5	55	97	208	449	967	2084
to Mission	91,000	4.0	55	75	161	346	745	1606
to Lincoln	126,000	4.0	55	92	199	429	924	1991
to No. San Pedro	143,000	4.0	55	100	215	463	998	2149
to Freitas	126,000	4.0	55	92	199	429	924	1991
to Smith Ranch	113,000	4.0	55	86	184	397	856	1843
to Miller Creek	108,000	4.0	55	83	179	385	830	1788
to n/o Miller Creek	108,000	4.0	55	83	179	385	830	1788
HIGHWAY 17/580								
Sir Francis Drake to Bellam	27,000	7.4	55	29	62	134	288	620
to Highway 101	33,500	7.4	55	34	72	156	335	723
ANDERSEN DRIVE								
s/o Bellam	11,000	10.1	36	--	--	38	82	176
n/o Bellam	15,200	6.0	39	--	--	42	90	193
W. FRANCISCO	5,700	4.0	39	--	--	--	41	88



L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
WOODLAND AVENUE								
Bellam to B Street	9,000	7.4	30	--	--	--	51	109
D STREET								
City Limits to 1st Street	13,000	1.0	36	--	--	25	54	116
to end	4,500	1.0	36	--	--	--	--	49
1ST & C STREETS s/o SECOND	6,500	1.0	36	--	--	--	29	63
IRWIN STREET								
DuBois to Woodland	6,900	9.1	36	--	--	28	61	132
LINCOLN								
Irwin to 2nd	6,000	7.0	31	--	--	--	45	97
to Mission	11,700	4.0	31	--	--	--	48	104
to Linden	16,900	2.0	37	--	--	32	69	149
to Highway 101	13,000	2.0	37	--	--	27	57	124

				L <sub>dn</sub> Contour (dBA) distance in ft. from center of roadway				
Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
HEATHERTON								
Highway 101(s) to Mission	15,300	2.0	31	--	--	24	51	109
to Highway 101(n)	25,300	2.0	31	--	--	40	86	184
IRWIN								
Highway 101(s) to Second	4,600	2.0	31	--	--	--	28	61
to Mission	14,000	2.0	31	--	--	--	46	98
to Highway 101	16,750	2.0	31	--	--	31	67	144
SECOND								
Fourth St "Y" to Heatherton	22,000	2.7	30	--	--	48	104	225
to Third	8,700	2.7	30	--	--	--	37	80
THIRD/PT. SAN PEDRO								
Fourth St. "Y" to Irwin	16,900	2.0	30	--	--	27	59	128
to Jct. W. 2nd	5,500	2.0	30	--	--	--	28	60

L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
FOURTH								
San Rafael City Limit (w) to Fourth St. "Y"	33,900	3.0	26	--	--	39	83	179
to Irwin	13,800	3.1	26	--	--	--	46	100
to end	6,800	3.0	26	--	--	--	29	62
FIFTH								
California to	4,900	1.0	28	--	--	--	--	43
H to	7,700	1.0	28	--	--	--	38	82
Irwin to end	5,700	1.0	28	--	--	--	--	51
MISSION								
Court to 101 on-ramp	11,000	1.0	33	--	--	--	42	91
to Mary	7,677	1.0	30	--	--	--	--	52
B STREET								
Woodland to Second	11,000	6.0	30	--	--	30	64	138
to Mission	4,000	2.0	25	--	--	--	--	40



				Ldn Contour (dBA) distance in ft. from center of roadway				
Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
GRAND								
Francisco to	22,850	1.0	25	--	--	--	46	98
Third to	11,000	1.0	25	--	--	--	29	62
Mission to	7,500	1.0	34	--	--	--	32	68
Mt. View to Villa	3,800	1.0	34	--	--	--	--	44
VILLA								
Grand to Highway 101	2,600	1.0	36	--	--	--	--	36
POINT SAN PEDRO								
Jct. W. 2nd Street to	15,800	10.0	33	--	--	44	95	205
Marina to	14,700	10.0	41	--	25	54	116	251
Manderly to	10,800	10.0	36	--	--	38	82	176
Knight to	6,000	12.0	36	--	--	28	60	130
Riviera to Quarry entrance	3,000	15.0	36	--	--	--	42	91

				L <sub>dn</sub> Contour (dBA) distance in ft. from center of roadway				
Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
NORTH SAN PEDRO								
Los Ranchitos to Merrydale	10,356	2.0	31	--	--	--	35	76
to Civic Center	23,633	2.0	31	--	--	31	66	142
to Meadow	14,000	1.0	35	--	--	--	50	108
to East of Meadow	8,000	1.0	40	--	--	--	41	88
MERRYDALE								
N. San Pedro to 101 on-ramps	16,500	2.0	25	--	--	--	42	90
CIVIC CENTER DRIVE								
N. San Pedro to Freitas	8,800	1.0	41	--	--	--	44	95
REDWOOD HIGHWAY	12,900	3.8	35	--	--	28	61	132
LOS RANCHITOS								
Highway 101(s) to N. San Pedro	3,500	1.0	35	--	--	--	--	37
to Northgate(s)	12,646	2.0	35	--	--	--	46	98

				L <sub>dn</sub> Contour (dBA) distance in ft. from center of roadway				
Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
MANUEL FREITAS								
Montecillo to	5,000	1.0	40	--	--	--	27	59
Las Pavadas to	12,500	4.0	40	--	--	32	68	146
Las Gallinas to Civic Center	22,000	4.0	40	--	--	52	111	239
LAS GALLINAS								
Northgate to	8,500	2.0	38	--	--	--	44	94
Freitas to	8,000	1.0	38	--	--	--	37	80
Lucas Valley to Miller Creek	5,500	1.0	38	--	--	--	29	62
LUCAS VALLEY								
Mt. McKinley to	5,000	2.0	45	--	--	--	37	80
Miller Creek to	11,000	2.0	40	--	--	25	55	118
Las Gallinas to Highway 101	15,000	2.0	40	--	--	32	68	146



				Ldn Contour (dBA) distance in ft. from center of roadway				
Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
SMITH RANCH ROAD	7,000	4.0	45	--	--	26	57	122
MILLER CREEK Las Gallinas to Highway 101	7,000	2.0	38	--	--	--	38	82
CANAL	4,000	1.0	31	--	--	--	--	44
MEDWAY	5,000	4.0	31	--	--	--	33	71
BELLAM e/o Kerner to Kerner to Highway 580 to Anderson	3,000 14,000 25,000	2.0 6.3 7.1	34 34 34	-- -- --	-- -- 29	-- 40 62	-- 86 134	46 184 288
KERNER Irene to Bellam to Larkspur to Canal	5,800 6,800 4,000	5.7 2.0 1.0	34 30 30	-- -- --	-- -- --	-- -- --	46 32 20	98 68 42
E. FRANCISCO s/o Bellam n/o Bellam	6,000 16,000	13.0 6.0	39 31	-- --	-- --	37 39	79 83	171 179

CITY OF SAN RAFAEL

Traffic Noise Levels for the Year 2000

				Ldn Contour (dBA) distance in ft. from center of roadway				
Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
HIGHWAY 101								
Sir Francis Drake to 17/580	122,000	5.5	55	90	193	416	896	1930
to Irwin	172,000	5.5	55	113	243	524	1128	2430
to Mission	149,000	4.0	55	103	222	477	1029	2216
to Lincoln	167,200	4.0	55	111	239	516	1111	2393
to No. San Pedro	180,500	4.0	55	100	215	463	998	2149
to Freitas	172,900	4.0	55	115	247	532	1145	2468
to Smith Ranch	166,700	4.0	55	111	239	516	1111	2393
to Miller Creek	169,100	4.0	55	111	239	516	1111	2393
to n/o Miller Creek	171,000	4.0	55	113	243	524	1128	2430
HIGHWAY 17/580								
Sir Francis Drake to Bellam	46,100	7.4	55	41	88	190	410	882
to Highway 101	65,300	7.4	55	45	97	208	449	967
ANDERSEN DRIVE								
s/o Bellam	15,900	10.1	36	--	--	48	104	225
n/o Bellam	24,100	6.0	39	--	26	57	122	262
W. FRANCISCO	9,600	4.0	39	--	--	27	58	126

L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
WOODLAND AVENUE Bellam to B Street	13,000	7.4	30	--	--	30	65	140
D STREET City Limits to 1st Street to end	16,500 5,500	1.0 1.0	36 36	-- --	-- --	29 --	63 26	136 57
1ST & C STREETS s/o SECOND	8,000	1.0	36	--	--	--	34	72
IRWIN STREET DuBois to Woodland	11,500	9.1	36	--	--	40	86	184
LINCOLN Irwin to 2nd to Mission to Linden to Highway 101	12,500 21,200 30,400 25,400	7.0 4.0 2.0 2.0	31 31 37 37	-- -- -- --	-- -- -- --	34 34 47 42	73 72 101 90	158 156 218 193



L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
HEATHERTON								
Highway 101(s) to Mission	17,600	2.0	31	--	--	26	56	120
to Highway 101(n)	27,300	2.0	31	--	--	42	90	193
IRWIN								
Highway 101(s) to Second	6,000	2.0	31	--	--	--	34	73
to Mission	15,000	2.0	31	--	--	--	48	103
to Highway 101	17,600	2.0	31	--	--	32	69	149
SECOND								
Fourth St "Y" to Heatherton	25,200	2.7	30	--	25	53	115	247
to Third	11,600	2.7	30	--	--	--	45	97
THIRD/PT. SAN PEDRO								
Fourth St. "Y" to Irwin	21,100	2.0	30	--	--	32	69	149
to Jct. W. 2nd	7,700	2.0	30	--	--	--	35	76

L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
FOURTH								
San Rafael City Limit (w) to Fourth St. "Y"	36,200	3.0	26	--	--	40	87	187
to Irwin	15,500	3.1	26	--	--	--	50	108
to end	8,000	3.0	26	--	--	--	32	69
FIFTH								
California to H	5,200	1.0	28	--	--	--	--	45
to Irwin	14,800	1.0	28	--	--	27	58	126
to end	6,500	1.0	28	--	--	--	26	56
MISSION								
Court to 101 on-ramp	15,100	1.0	33	--	--	--	52	113
to Mary	8,600	1.0	30	--	--	--	26	56
B STREET								
Woodland to Second	11,000	6.0	30	--	--	30	64	138
to Mission	4,000	2.0	25	--	--	--	--	40

L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
GRAND								
Francisco to Third	24,300	1.0	25	--	--	--	48	103
to Mission	15,900	1.0	25	--	--	--	37	79
to Mt. View	7,800	1.0	34	--	--	--	33	70
to Villa	3,900	1.0	34	--	--	--	--	44
VILLA								
Grand to Highway 101	2,800	1.0	36	--	--	--	--	38
POINT SAN PEDRO								
Jct. W. 2nd Street to Marina	17,400	10.0	33	--	--	47	101	218
to Manderly	16,200	10.0	41	--	27	57	124	266
to Knight	11,900	10.0	36	--	--	40	87	187
to Riviera	7,000	12.0	36	--	--	31	67	144
to Quarry entrance	3,800	15.0	36	--	--	--	49	106



L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
NORTH SAN PEDRO								
Los Ranchitos to Merrydale	10,000	2.0	31	--	--	--	34	73
Merrydale to Civic Center	27,600	2.0	31	--	--	34	73	158
Civic Center to Meadow	15,300	1.0	35	--	--	25	53	115
Meadow to East of Meadow	9,000	1.0	40	--	--	--	44	95
MERRYDALE								
N. San Pedro to 101 on-ramps	20,000	2.0	25	--	--	--	47	101
CIVIC CENTER DRIVE								
N. San Pedro to Freitas	14,200	1.0	41	--	--	28	61	132
REDWOOD HIGHWAY	13,100	3.8	35	--	--	29	62	134
LOS RANCHITOS								
Highway 101(s) to N. San Pedro	12,000	1.0	35	--	--	--	40	86
N. San Pedro to Northgate(s)	23,500	2.0	35	--	--	32	69	149
GOLDEN HINDE	4,000	1.0	33	--	--	--	--	39
NOVA ALBION	4,000	1.0	34	--	--	--	--	37

L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
MANUEL FREITAS								
Montecillo to Las Pavadas	5,200	1.0	40	--	--	--	28	61
Las Pavadas to Las Gallinas	15,200	4.0	40	--	--	36	77	166
Las Gallinas to Civic Center	29,900	4.0	40	--	29	63	136	292
LAS GALLINAS								
Northgate to Freitas	9,500	2.0	38	--	--	--	47	101
Freitas to Lucas Valley	10,300	1.0	38	--	--	--	44	95
Lucas Valley to Miller Creek	8,900	1.0	38	--	--	--	40	86
LUCAS VALLEY								
Mt. McKinley to Miller Creek	7,400	2.0	45	--	--	--	48	104
Miller Creek to Las Gallinas	13,100	2.0	40	--	--	29	62	134
Las Gallinas to Highway 101	18,200	2.0	40	--	--	36	77	166

L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
SMITH RANCH ROAD	24,500	4.0	45	--	28	60	130	279
MILLER CREEK Las Gallinas to Highway 101	11,000	2.0	38	--	--	--	52	111
CANAL	5,500	1.0	31	--	--	--	25	55
MEDWAY	6,500	4.0	31	--	--	--	39	84
BELLAM e/o Kerner to Kerner to Highway 580 to Anderson	13,900 21,200 34,100	2.0 6.3 7.1	34 34 34	-- -- --	-- -- 35	28 52 76	60 113 163	130 243 351
KERNER Irene to Bellam to Larkspur to Canal	12,100 12,700 5,000	5.7 2.0 1.0	34 30 30	-- -- --	-- -- --	35 -- --	75 48 --	161 103 49
E. FRANCISCO s/o Bellam n/o Bellam	8,600 23,900	13.0 6.0	39 31	-- --	-- --	47 50	101 108	218 232



L<sub>dn</sub> Contour (dBA) distance in ft.  
from center of roadway

Road Segment	ADT	% Trucks	Speed	80	75	70	65	60
NO. REDWOOD	24,200	1.0	38	--	--	35	76	163
ST. VINCENT'S PKWY	20,600	1.0	40	--	--	34	72	156
EAST SIDE ARTERIAL	34,000	2.0	45	--	28	61	132	283
OTHER NO. SAN RAFAEL ROADS	8,500	1.0	35	--	--	--	34	73



**APPENDIX G**  
**SAN RAFAEL ROCK QUARRY**







9-1

# AMENDED RECLAMATION PLAN 1982





## **APPENDIX H**

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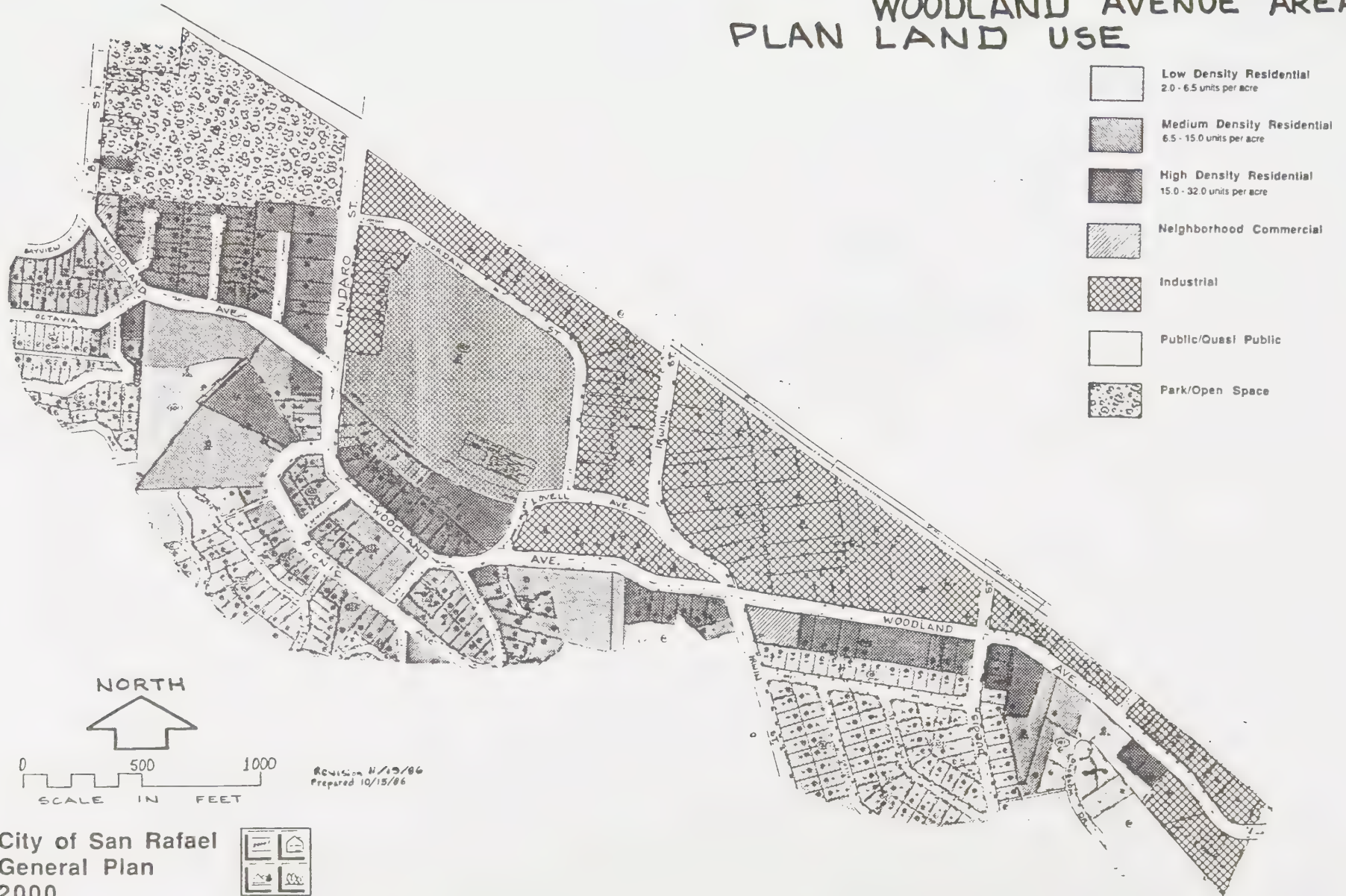


**APPENDIX I**  
**WOODLAND AVE MAPS**













# WOODLAND AVENUE AREA PLAN LAND USE



City of San Rafael  
General Plan  
2000

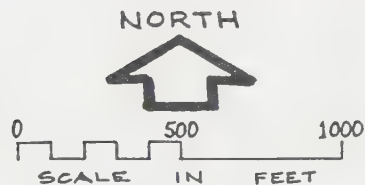


# WOODLAND AVE. AREA EXISTING LAND USE

-  Single Family Residential.
-  Duplex Residential.
-  Multi-Family Residential.
-  Retail/Service/Shopping Centers.  
Note: Automotive uses not included.
-  Light Industrial/Warehouse/  
Contractors/Automotive.
-  Public/Quasi-Public
-  Parks/Open Space
-  Vacant



San Rafael Planning Department  
February, 1987 J.D.





## **AMENDMENT PROCEDURE**



## GENERAL PLAN AMENDMENT PROCEDURE

(Adopted April 15, 1991; Resolution No. 8379)

### Schedule and Process

General Plan Amendments may occur up to four times annually and may include a group of requests:

*A. One amendment shall be reserved for changes initiated by the City:*

as a result of mandated housing element updates, neighborhood plans, etc.

*B. Three amendments shall be available for private and miscellaneous public amendment applications, including amendments occurring as a result of the annual General Plan review.*

Private amendment requests will be grouped and handled together every four months. All General Plan amendments which have been received and determined to be complete by November 1 are to be scheduled by March 31 of the following year, except that, if environmental review on any Plan amendment request cannot be completed one month before the group of amendment proposals is scheduled for action, that proposal shall be delayed until the next private amendment group. Amendment requests shall be summarized by mid November and sent to adjacent jurisdictions, etc. for a 45 day review.

Those amendment applications received and determined to be complete by March 1 of each year are to be scheduled by June 30 of that year except that, if environmental review on any Plan amendment request cannot be completed one month before the group of amendment proposals is scheduled for action, that proposal shall be delayed until the next private amendment group. Amendment requests shall be summarized by mid March and sent to adjacent jurisdictions, etc. for a 45 day review.

Those amendment applications received and determined to be complete by July 1 of each year are to be scheduled by October 31 of that year except that, if environmental review on any Plan amendment request cannot be completed one month before the group of amendment proposals is scheduled for action, that proposal shall be delayed until the next private amendment group. Amendment requests shall be summarized by mid July and sent to adjacent jurisdictions, etc. for a 45 day review.

General Plan Amendments must be approved at the same time or prior to any other development applications for a project. The Planning Commission and City Council shall each hold at least one public hearing on the amendment. The Planning Commission recommendation for approval must be by a full majority of the Commission.

If only one private amendment proposal is submitted and received as complete by any of the above deadlines, and if no publicly initiated amendment is expected to be



scheduled during that trimester, the single private amendment request may be processed concurrent with other approvals for that project.

If an amendment is denied, an applicant may not resubmit a substantially similar application for a year.

*Exemptions:* Consistent with Government Code Section 65358, certain amendments may occur at any time.

Consistent with State law, copies of plan amendments shall be made available for inspection by the public one working day following adoption, and within two working days after request, shall be furnished to those so requesting.

### **Submittal Requirements**

Plan amendment requests shall include

- 1) a statement of the portion(s) of the General Plan needing to be changed including any maps, policies or implementing programs, and the reason for the change;
- 2) a statement of the public interest to be served by the amendment;
- 3) materials consistent with those needed for a zone change (Submittal requirements checklist attached);
- 4) application fee consistent with the adopted fee schedule.

### **Referrals**

*All General Plan Amendment proposals shall be referred to the following agencies*

Adjacent Cities and Towns (San Anselmo, Ross, Larkspur, Novato)

Marin County

Marin Municipal Water District

Las Gallinas Valley Sanitary District

San Rafael Sanitation District

Central Marin Sanitation Agency

LAFCo

ABAG

Army Corps of Engineers and U.S. Fish and Wildlife Service if project affects wetlands

State Lands Commission if project affects historic waterways or tidelands

School District(s)

## **AMENDMENTS**





# SAN RAFAEL GENERAL PLAN TEXT AMENDMENTS

<u>Date of Adoption</u>	<u>Element/policy</u>	<u>Resolution No.</u>	<u>Description</u>
7/18/88	General Plan	7771	Adoption of San Rafael General Plan
11/20/89	East San Rafael policies	8091	ESR-31 (San Quentin Ridge) revised.
5/7/90	Land Use Element	8169	LU-17 (Transfer of Floor Area Ratio) modified.
5/7/90	Housing element	8172	H-hh (Housing Opportunity Areas) modified to delete Bellam Blvd. site.
	East San Rafael section		Existing section replaced in entirety
	Canal, Bayfront section		CB-h (Canal-Harbor Park) priority changed from 2 to 1.
	Implementing Programs		Implementing Programs Priorities Table replaced with update.
7/16/90	Housing element	8207	Existing section replaced in entirety
	Housing Background		Extensive background information added.
8/20/90	Land Use element	8218	LU-14b (Northgate) revised
	Circulation element		LU-ee (Water Conservation) modified.
			C-e (Circulation Element Revision) updated.
			C-i (Transit Service Evaluation) modified.
			C-j (Coordination with Transit Providers) modified.
			C-l (Regional Transportation Participation) updated.
	Safety element		S-b (Potentially Hazardous Soils) deleted.
	Residential policies		RES-7 (Fairhills Development Patterns) added.
			RES-8 (Brookdale Avenue) section added.
	St. Vincent's/Silveira policies		SVS-1 (Specific Plan) clarified.
			SVS-a (Rezoning Actions) changed.
			SVS-b (Annexation) changed.
	East San Rafael policies		ESR-28 (Exemption) expanded.
	Implementing Programs		Status of implementing programs updated.
			LU-x (Library) priority changed to 1.
			C-s (McInnis Parkway Preliminary Design Study) priority changed from 1 to 2.
			SVS-1 (Specific Plan) priority changed from 1 to 2.
			DT-a (Design Plan and Development Guidelines) and DT-e (Downtown Plan) priority changed to 1.
	Appendix B		155-200-03: allocation of 7 trips
8/19/91	Land Use Element	8494	LU-13b (Downtown Core Commercial) modified
			LU-13c (General Commercial) modified
			LU-13d (Retail/Office) modified
			LU-43 (Miracle Mile) modified
	Circulation Element		C-4 (Trip Allocations) modified
	Housing Element		H-14b (Preserve Housing Stock) added.
			H-kk (Housing Opportunity Areas) modified
	Downtown policies		DT-28 (West Fourth Street) modified
	East San Rafael policies		ESR-25 (Auto Center) deleted
	Appendix B		Appendix B (Land Use Traffic Allocations) replaced in entirety.

5/3/93	Land Use Element	8890	LU-9c (Estate Residential) land use category added. LU-10b (Density of Residential Development and Density Bonuses ) clarified. LU-13k (Residential Densities in Mixed Use Districts) added. LU-21 (Building Heights) clarified. LU-qq (Illegal Units) added. C-4 (Trip Allocations) clarified. C-6 ("Bonus" Trips) revised C-8 (Planned Circulation Improvements) revised consistent with 1991 Northgate Traffic Model
	Circulation Element		H-9 (Protection of the Rental Housing Stock) modified H-20 (Affordable Housing Projects) clarified H-31b (Redevelopment Area) added H-u (Actions Related to Subsidized Rental Projects) modified
	Housing Element		Update of background information for Lucas Valley Rd., Smith Ranch/Redwood, Merrydale Red and Freitas/101.
	Circulation Background		Analysis added with new section #14 (Termination of Federal, State and Local Subsidies)
	Housing Background		Revise Northgate listing to delete 70 trip "jail reserve", delete 120 of the 160 trip "family housing reserve," and 180 surplus McInnis Park trips; and to add 16 trip "underdeveloped parcel reserve."
	Appendix B		
2/7/94	Land Use Element	9098	LU-10 (Density of Residential Development and Residential Bonuses) revised.
	Housing Element		H-20 (Affordable Housing Projects) revised. H-37 (Senior Residential Project Locations) revised.
	Residential policies		RES-3 (Consistency with Prevailing Densities in Developed Single-Family Neighborhoods) revised.
5/16/94	Downtown policy	9146	DT-8 (Restaurants) deleted and replaced with DT-8 (Our Vision) re. upcoming General Plan amendments
6/19/95	Appendix B	9392	Allocate 12 trips for APN 13-114-19 and -20
3/4/96	Introduction Land Use Element	9562	Added section at end re. Downtown amendments Replaced current goal LU-F with new wording LU-1a (Timing of Development/Circulation) revised. LU-10 (Density of Residential Development and Residential Bonuses) correction. LU-13 (Commercial and Industrial Land Use Categories) new Downtown land use categories added, and(k) modified. LU-14 (Intensity of Commercial and Industrial Development) changing FARs Downtown. LU-20 (Overall city Character) revised for Downtown Vision. LU-21 (Building Heights) revised for Downtown Vision. LU-23 (Historic Buildings and Areas) revised for Downtown Vision. LU-36 (Additional Community Design Map Considerations) deleted (f) and (h) LU-43 (Miracle Mile) revised LU-45 (Hotels) modified to reference new Downtown height limits.

Introduction: replaced second paragraph with two new paragraphs  
 C-1 (Level of Service) modified to include new Downtown standards.  
 C-2 (Level of Service D Mid Point) modified for Downtown Vision.  
 C-2b (Monitoring) added.  
 C-3 (Timing of Development with Transportation Improvements) (e) deleted.  
 C-8 (Planned Roadway Improvements) Downtown roadway changes consistent with Downtown Traffic Model  
 C-11 (Downtown Transit Center) updated  
 C-14 (Transit Stations) updated  
 C-p (TSM Program) updated  
 H-8 (Displacement of Residential Units) revised for Downtown.  
 H-20 (Affordable Housing Projects) revised for Downtown.  
 H-f (Preparation of Neighborhood Plans) revised for Downtown.  
 Existing policies replaced with new goals, policies and programs for Downtown  
 Updated analysis for Downtown in sections "Potential Re-Use and Underdeveloped Lots," "Downtown" (in 'Commercial Intensity'), "Building Height," "Options for Downtown," and "Cultural Activities."  
 Updated analysis for Downtown in sections "Downtown" (in 'Local Areas'), "Roadway Construction Projects," "Traffic Signalization," and "Parking Needs."  
 Updated analysis in "Housing Displacement and Conversion" section.  
 RES-9 and RES-a deleted  
 Montecito/Happy Valley policies added  
 Montecito/Happy Valley implementing programs added

Downtown Policies

Land Use Background

Circulation Background

Housing Background

3/18/96

Residential policies

9569

Implementing programs



# Map Amendments

11/20/89	Land Use Map	8091	Marin Sanitary Services Recycling from Park/Open Space to Light Industrial/Office
5/7/90	Bicycle Routes Map	8172	Revised as part of ESR section amendments.
8/20/90	City Trails Map	8218	Revised for consistency with County Trails Element
9/19/91	Land Use Map	8494	Delete "A" (Auto Center) in ESR 12 Dominican lots from Hillside Residential to Low Density Residential 8 Gerstle Park lots from Medium Density Residential to Low Density Residential 8 Fairhills lots from Low Density Residential to Hillside Residential 3 Sun Valley lots from Parks/Open Space to Hillside Residential Elks Club on Mission Avenue from High Density Residential to Hillside Resource Residential and Hillside Residential APN 10-031-01 in Fairhills from Hillside Residential to Parks/Open Space. APN 175-292-26 (Ann Curtis Swim School) in North San Rafael from Hillside Residential to Public/Quasi-Public APN 175-292-35 in North San Rafael from Hillside Residential to Low Density Residential APN 179-232-07 (Red Rock Way) from Low Density Residential to Hillside Residential 4 lots on north Lincoln Ave. From High Density Residential to Residential/Office. 2 Terra Linda Gardens lots from Parks/Open Space to Hillside Residential and Low Density Residential. Sessions Rise and Parkway Terrace condominiums from High Density Residential to Medium Density Residential. 270 Channing Way condos from High Density Residential to Medium Density Residential. APN 165-010-66 near Cherry Hill from High Density Residential to Medium Density Residential. 10 Bay Way from Parks/Open Space to Low Density Residential and Conservation Area. 4 East San Rafael lots from Industrial/Office to General Commercial. 
4/29/92	Land Use Map	8652	10 E. Crescent from Retail/Office to High Density Residential.
5/3/93	Land Use Map	8890	Add to legend "Estate Residential" land use category. 251-53 Channing Way from Low Density to Medium Density Residential and Parks/Open Space 44-55 Mitchell from Office to Light Industrial/Office 178-240-11 and -14 (San Rafael Manor) from Low Density and Hillside Residential to Open Space Peacock Estates and Peacock Neighborhood 1-B from Hillside Residential to Estate Residential 

11/6/95	Land Use Map	9489	36 Dominican lots from Hillside Residential to Estate Residential 13 Loch Lomond lots from Hillside Residential to Low Density Residential 4144 and 4150 Redwood Highway from Office to Commercial/Office AP 165-010-89 south of Lucas Valley Road from P/OS to PD 615 Lindaro from High Density Residential to Light Industrial/Office 157 Woodland from Hillside Residential to Low Density Residential.
6/19/95	Land Use Map	9392	
3/4/96	Downtown Land Use	9562	Added: "NOTE: The Downtown land use categories are superseded by the 1996 Downtown Land Use Map as of March 4, 1996."
	Downtown Land Use Map		New Downtown Land Use Map adopted indicated new land use categories for Downtown area.
	Downtown and Environs Floor Area Ratios and Height Map Community Design Map B		Map GP-4d replaced with Downtown Floor Area Ratio Map and Downtown Height Map Added: "NOTE: "Entry nodes" and "pedestrian oriented streets" deleted March 4, 1996. See the Downtown Design Guidelines for more information.
	1995 Baseline Intersection Operations for Downtown 1995 Projected Traffic Conditions for Intersections Downtown		New map GP-14d adopted New map GP-15d adopted
3/18/96	Land Use Map	9569	Montecito/Happy Valley neighborhood land use categories changed.





**RESOLUTION  
OF ADOPTION**



RESOLUTION OF THE SAN RAFAEL CITY COUNCIL  
ADOPTING THE SAN RAFAEL GENERAL PLAN 2000

WHEREAS, in the fall of 1985 the City Council of the City of San Rafael initiated preparation of a revised comprehensive, long-term general plan for the physical development of the city and planning area pursuant to California Government Code Section 65300 et. seq.; and,

WHEREAS, full public involvement in the preparation of the Draft General Plan has been ensured through duly noticed public workshops, public hearings and other means, including the following:

1. Development of a general plan mailing list with almost 3,000 groups, agencies and individuals who received newsletters and notices of all workshops, public hearings and the availability of documents;
2. Notification to over 20,000 property owners in the San Rafael Planning Area (notices sent out at 3 separate times; Spring, 1986; Fall, 1986; and January, 1988; preparation of a newsletter summary of the Draft General Plan which was also sent to all property owners and made available at meetings in May, 1988);
3. Community opinion survey of 600 residents and 100 businesses (April, 1986);
4. City Council consideration of over 500 verbal comments and over 330 pieces of written correspondence; and,

WHEREAS, the San Rafael City Council reviewed and considered the following documents relevant to the preparation of the Draft San Rafael General Plan 2000:

1. Community Workshop Report and Community Survey Report (May, 1986)
2. Economic Conditions and Issues (June, 1986)
3. Preliminary Background Reports on Natural Environment, Health and Safety and Community Development (May and July, 1986)
4. Draft San Rafael General Plan 2000 (October, 1986);
5. Draft Environmental Impact Report (October, 1986);
6. Staff and consultant analysis contained in over 60 memos, staff reports and other documents providing additional information or responding to specific public comments or requests for additional information;
7. Revisions to the Draft San Rafael General Plan 2000 (June, 1987);
8. Draft EIR Addendum (July, 1987);
9. Response to Comments on the Draft EIR (July, 1987);
10. Revised Draft San Rafael General Plan (January, 1988);
11. Revised Draft Environmental Impact Report (January, 1988);



12. Responses to Written Comments on the Revised draft EIR (May, 1988);
13. Final EIR (July, 1988); and,

WHEREAS, the San Rafael Planning Commission is required by state law to hold at least one public hearing and make a written recommendation to the legislative body on the adoption of the Draft San Rafael General Plan 2000; and,

WHEREAS, the Planning Commission held 20 duly noticed public workshops, 8 duly noticed public hearings and 10 duly noticed decision-making meetings on the Draft San Rafael General Plan 2000, including:

1. Three community workshops before the Draft San Rafael General Plan was prepared (April, 1986)
2. Two public workshops including both the City Council and Planning Commission to receive public comment and review Preliminary Background Reports for Natural Environment, Health and Safety and Community Development (May and July, 1986);
3. Three public workshops and two public hearings on the Draft General Plan (October and November, 1986);
4. 15 workshops to review the Draft San Rafael General Plan 2000 (December, 1986 through April, 1987); and
5. Six public hearings and 10 decision-making meetings on the revised Draft San Rafael General Plan 2000 (July through October, 1987); and,

WHEREAS, the San Rafael Planning Commission forwarded its written recommendations to the City Council in the form of a Revised Draft San Rafael General Plan 2000 (January, 1988) and directed that the Planning Department staff prepare a revised Draft Environmental Impact Report incorporating analysis of Planning Commission recommended changes to the Draft San Rafael General Plan 2000 and, thereafter, cause said revised Draft EIR to be re-circulated for the period required by law and forwarded to the City Council for its review and consideration for certification; and,

WHEREAS, the Revised Draft Environmental Impact Report (January, 1988) was prepared by Planning Department staff pursuant to Planning Commission direction, re-circulated for the period required by law and forwarded to the City Council for its review and consideration for certification; and,

WHEREAS, the San Rafael City Council is required by state law to hold at least one public hearing before certifying the Final EIR and adopting a revision to the general plan ; and,

WHEREAS, the San Rafael City Council held one duly noticed public hearing on the Revised Draft EIR, four duly noticed public hearings on the Revised Draft San Rafael General Plan 2000, and seven duly noticed public meetings on the Revised Draft San Rafael General Plan 2000 and Revised Draft EIR, including:

1. One public meeting to introduce the Revised Draft General Plan (February, 1988);
2. One public hearing on the Revised Draft EIR (March, 1988);
3. Four public hearings on the Revised Draft General Plan (March, April and May, 1988);
4. One community workshop (March, 1988);
5. One public meeting for the City Council to review the adequacy of the Responses to Comments on the Revised Draft EIR (June, 1988);
6. Three public meetings for the City Council to review the Revised Draft General Plan (June, 1988);
7. One public meeting to certify the Final EIR and adopt the Revised Draft General Plan (July, 1988); and,

WHEREAS, the San Rafael City Council has considered all of the written correspondence, verbal testimony, staff reports, and background reports prepared, and the information contained in the Final Environmental Impact Report on the Revised Draft San Rafael General Plan 2000.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of San Rafael does hereby adopt the revised San Rafael General Plan 2000 (January, 1988) and City Council revisions to the Plan, included as Attachment A to this resolution,\* and summarized as follows:

#### **General Plan Organization:**

The General Plan complies with the mandatory requirements of the California Government Code (Section 65300 et seq) and covers the topics of land use, circulation, housing, open space, conservation, recreation, safety and noise. The land area covered by the Plan is located in the developed city center corridor of Marin County, and includes the incorporated City of San Rafael, and unincorporated areas under Marin County jurisdiction within the City of San Rafael Planning Area and Sphere of Influence.

#### **Major Policy Features of the Revised General Plan:**

1. **Overall City Character.** The General Plan intends to retain the "small town" character of San Rafael by maintaining the historic design qualities and pedestrian scale and orientation of downtown development and by retaining the existing suburban scale of development elsewhere in San Rafael. The Land Use Plan reinforces the community image of basically lower density neighborhoods surrounding vital activity areas where shopping, services and employment opportunities are available.
2. **Protection of the Natural Environment.** Protection of the Natural Environment is a major focus of the General Plan. Lands of open space value, designated on the Open Space Plan Map, are encouraged to be

preserved by public acquisition, specific development review, or other means. Priorities for public acquisition are outlined in the Plan. An Open Space Management Committee will improve management of these lands. Policies in the Plan provide protection of wetlands, rare and endangered species habitat and other vital natural resources.

3. **Concern for Public Health and Safety.** The Plan identifies various health and safety hazards which must be considered in planning the location, design, intensity and type of land uses in a given area. Policies address geologic and seismic risk, flooding, hazardous materials, disaster preparedness, fire, crime prevention and noise.
4. **Jobs/Housing Relationship.** The Plan seeks to retain the City's diversity and provide varied housing opportunities for area workers. The General Plan emphasizes residential land uses on sites which could be suitable for residential or commercial/industrial uses and encourages mixed use development in the Downtown area.
4. **Transportation Needs.** The Plan establishes level of service standards for traffic operations. New development which would decrease traffic levels of service is timed so that needed transportation improvements are under construction prior to construction of such projects. New development must also pay traffic mitigation fees for needed improvements. Development intensity is limited in the Plan by local circulation capacity. Some transportation solutions are regional. San Rafael is a centrally located community affected by development trends in several counties. The Plan identifies regional transportation needs and endorses regional funding and cooperation to achieve identified regional improvements. Proposed regional improvements include a transitway on the Northwest Pacific railroad right of way, high occupancy vehicle lanes on Highway 101 and parallel arterial roads.
5. **Projections.** The Plan contains development projections for both jobs and housing. These jobs and housing projections to 1992 and 2000 are based on anticipated market factors, property owner desires, and circulation system or other infrastructure constraints. The numbers provide a basis for major long range infrastructure project planning in the San Rafael Planning Area.
6. **Economic and Fiscal Goals.** Historically, the economic and fiscal health of the City has not been dependent to a significant degree on a major policy effort on the part of the City. However, with the passage of Proposition 13 and added retail development in other areas of the county, it has become more important for the City to take a more proactive role. In addition, the age and condition of the City's infrastructure (streets, flood protection, sewers) will create significant maintenance and capital costs for the City in coming years. All these



conditions will make it critical for the City to have an economic plan for the future. Some of the aspects of the plan include:

- a. Downtown regional sales and service emphasis.
  - b. Support for Northgate Regional Shopping Center.
  - c. Development of an auto center.
  - d. Protection and encouragement of high sales tax generating uses.
7. **More Detailed Land Use Designations for Downtown.** The Plan proposes more detailed land uses, including mixed use designations for the downtown area to provide ways for people to live, work and shop in downtown.
  8. **More Detailed Industrial, Commercial, Office and Mixed Use Designations.** The Plan provides more direction and specificity regarding the use and intensity of commercial and industrial development. The Land Use Plan provides several commercial, office, industrial and mixed use designations to identify different types of uses (e.g. neighborhood serving as compared to general retail).
  9. **Designation of Public Facilities Sites.** The General Plan sets forth City policy on the location of public facilities. This includes new sites, as well as abandonment of existing sites.
  10. **Housing Policies and Programs.** The Plan generally continues to promote housing policies and programs established in the City's 1985 Housing Element. Key aspects of the Plan are housing policies and programs that encourage low and moderate income housing. In addition, the Plan identifies affordable Housing Opportunity Areas.
  11. **Residential Density Standards.** The Land Use Plan identifies five residential density ranges based on land capability, existing development patterns and circulation capacity.
  12. **Use of Residential Density Range:** In any residential density designation, maximum densities are not guaranteed. Density of residential development on any site must respond to specific site resources and constraints, potentially hazardous conditions, traffic and access, adequacy of infrastructure, City Design policies and development patterns and prevailing densities of adjacent developed areas.
  13. **Comprehensive Approach to Urban Design.** The Plan provides overview policies concerning urban design, and recommends that specific urban design guidelines be developed for specific areas. The design emphasis enhances opportunities that exist, such as San

Rafael's bayfront location, and helps establish an overall design approach for specific areas to improve the long-term economic viability of individual projects.

14. **Canal and Bayfront Enhancement.** The Plan encourages enhancement of the San Rafael Canal and citywide Bayfront Areas through water-oriented project design, increased access and use of the canal and bayfront, and protection of marine-dependent uses along the Canal. The Plan further promotes maintenance of the Canal as a navigable waterway.
15. **San Rafael's Planning Area and Sphere of Influence (SOI).** The General Plan designates the Planning Area as having a direct physical and social influence on San Rafael's planning but not being subject to annexation. The San Rafael Sphere of Influence is the probable ultimate boundary and service area for the City. It coincides with the City's Planning Area boundary. Annexation policies distinguish where logical, near-term, orderly expansion of urban development can occur and not adversely impact City services.

BE IT FURTHER RESOLVED that the Final Environmental Impact Report on the San Rafael General Plan 2000 identifies environmental impacts of the Plan, mitigation measures and alternatives. Upon review and consideration of the EIR and other documents prepared as part of the General Plan work, the San Rafael City Council makes the following findings in accordance with Section 15091 of the CEQA Guidelines:

1. **Mitigation measures in the Final EIR are included in the General Plan.** A summary of General Plan Impacts and Mitigation Measures is included as Attachment B. Mitigation measures identified in the Final EIR which reduce most of the identified significant impacts to insignificant levels are also included in the General Plan.

The only mitigation measure included in the Final EIR that is not included in the General Plan is consideration of a comprehensive approach to phasing development along the Highway 101 corridor and consideration of jobs and housing growth phasing along the corridor (page 86 of the Final EIR). To be successful, this mitigation measure would have to be implemented corridor-wide since its effect would be corridor-wide.

2. **The ability of the City to mitigate certain impacts is shared with other agencies.** The following agencies share responsibility for infrastructure and land use planning: (a) Highway 101 traffic (State of California, County of Marin, other jurisdictions participating in the Highway 101 Corridor Study); (b) Water (Marin Municipal Water District); (c) Sewer (Las Gallinas Valley Sanitary District, Central Marin

Sanitation Agency, San Rafael Sanitation District); and (d) Land Use Planning within the unincorporated portions of the San Rafael Planning Area (County of Marin).

3. **Specific Economic, Social, or Other Considerations make Infeasible the Alternatives Identified in the Final EIR.** The following alternatives were considered and rejected in favor of the General Plan for the following reasons:

a. **Minimal Growth, Maximum Environmental Protection.**

- Severe restrictions placed on development of hillsides and Bay mud, coupled with development prohibition on diked historic Baylands would have significant impacts on San Rafael land use patterns. This alternative may result in no reasonable economic use of some properties.
- Traffic on Highway 101 would continue to increase due to external development. Transit costs would increase. Traffic congestion would be the same as or worse than now, as no major road improvements are proposed in this alternative due to lack of funding. Improvements listed in the Circulation Background of the General Plan for which traffic mitigation fees are imposed on developers would not occur.
- Other road improvements listed in the Circulation Background, paid for in part by traffic mitigation fees and in part by other regional sources, might not occur. (It should be noted that many regional funding sources, including those for circulation improvements, are based on population size. The Marin County share of these funds is limited by its low population base.)
- This alternative would reduce the number of new housing units available and result in significantly fewer low and moderate income housing units. Construction of fewer housing units would increase demand for available housing and result in higher cost housing. The social diversity in the community would be expected to diminish over time. This alternative would also decrease the number of new jobs.

b. **Low Growth, Limited by Maintaining Traffic Conditions at Level of Service C.**

- The restrictions placed on development affecting critical interesections would have a significant impact on land use patterns in the San Rafael Planning area. The reduced development potential on residential sites could be expected to



are those in or serving currently underdeveloped areas, and certain Downtown intersections. They are: (a) Miller Creek Road at 101, which is predicted to go from LOS A to D; (b) intersection of Redwood Highway and Smith Ranch Road (B to D); (c) intersection of Civic Center Drive and North San Pedro Road (A to D); (d) Merrydale on-ramp to 101 (B to D); and (e) intersection of Second and Hetherton (B/C to D).

- Other intersections adversely impacted by increasing traffic and those intersections having improved traffic operating conditions are identified in the General Plan and Final EIR maps showing existing and future traffic conditions (map #'s: GP-14a, 14b and 14c; GP-15a, 15b and 15c).

- Increase in traffic along the 101 corridor.

*Mitigation Included in the Plan:*

- The Plan lists improvements to Highway 101, a proposed transitway, as well as 27 specific improvements and signalization to other roadways in the Planning Area.

- Road improvements listed in the Circulation Background section of the Plan, paid for in part by traffic mitigation fees and in part by other regional sources, might not occur (many regional funding sources, including those for circulation improvements, are based on population size; the Marin County share of these funds is limited by its low population base).

- The Plan designates land uses and intensities designed to insure that a minimum mid-level of service D standard is maintained for PM peak hour travel. One of the most effective measures to meet these standards is the adoption of timing mechanisms (both policies and programs) by which project approvals are tied to needed transportation improvements. The approach in the Plan is to look at land use and circulation together so that traffic capacity establishes a maximum limit on development while still meeting other community goals.

**2. Loss of Natural Vegetation and Wildlife Habitat.**

*Impacts:*

- Vegetation and wildlife habitat areas will be replaced by other land uses as development occurs.

*Mitigation Included in the Plan:*

- Policies to protect the natural environment assure that as additional

development occurs it recognizes and preserves important environmental resources, such as ridgelines, wetlands, creeks, shorelines, threatened and endangered species habitat and archaeological sites.

- Over 25% of the land in the Planning Area is in open space.

3. **Increased Population Potentially Exposed to Geotechnical Hazards.**

*Impacts:*

- Additional development potentially increases population exposed to geotechnical hazards.

*Mitigation Measures Included in the Plan:*

- The Plan sets forth more than a dozen policies for the mitigation of geotechnical hazards. One of the strongest measures is the geotechnical review requirement. The Geotechnical Review Matrix defines in some detail the level and timing of geotechnical review necessary as part of a development project.

- By assuring adequate review of new projects, providing programs to reduce safety hazards for existing development and programs for appropriate emergency response plans if disasters occur, the Plan minimizes potential danger to the health, safety and welfare of the community.

- The Plan recognizes that hazards are an unavoidable aspect of life and that not every degree of risk or all hazards can be eliminated.

4. **Increased Noise from Construction Activities and Increased Traffic.**

*Impacts:*

- An increase in average noise levels is expected along major thoroughfares and near other major noise sources, such as the proposed transitway.

*Mitigation Measures Included in the Plan:*

- Noise contours have been prepared for noise generated by major roadways so that land uses adjacent to these roadways may be designed to reduce noise impacts. A 3 dB change in sound pressure is considered a "just detectable" difference in most situations. In no case

is there more than a 3dB increase in future noise levels on existing streets.

- Noise policies establish noise standards for new land uses, and recommend performance and construction standards as potential solutions to existing problems.

**5. Increased Water Run-off.**

*Impacts:*

- Development resulting from the Plan will cause an increase in impervious surfaces and consequential increased water runoff.

*Mitigation Measures Included in the Plan:*

- Existing flood hazards will be reduced through preparation and implementation of the Drainage System Master Plan (Implementing Program S-b of the Safety Goals and Policies). Further, current practice requires that new development subject to planning review is not permitted unless adequate downstream drainage capacity exists to accommodate increased peak flows.

**6. Adverse Effects on Surface Water Quality from Increased Run-off.**

*Impacts:*

- Additional development will adversely affect surface water quality because surface runoff contains urban pollutants and silt.

*Mitigation Measures Included in the Plan:*

- Normal construction practices currently require that erosion control measures be incorporated into new developments. These practices help mitigate the loads of debris and silt entering the Bay. Formalized erosion control practices will be defined in the City's subdivision and grading ordinances.

- The City currently evaluates all proposed projects for potential water quality impacts during project review and requires mitigation measures, such as sediment and grease traps, where necessary.

- The Plan proposes policy to minimize contaminants entering the San Rafael Canal and other bodies of water, including San Pablo Bay, consistent with all pertinent State Health and Water Quality regulations.



**7. Increased Air Pollution.**

*Impacts:*

- Eight-hour air quality standards may be exceeded under worst case meteorological conditions at full development potential at two intersections.

*Mitigation Measures Included in the Plan:*

- Increased efficiency of pollution controls on autos, combined with mandatory inspection, is expected to help control air pollution.
- A list of mitigation measures in the Final EIR and Plan include a commitment to a TSM program, land use patterns to reduce reliance on the automobile and other measures to increase transit use.

**8. Conversion of Agricultural Land to Urban Uses.**

*Impacts:*

- Portions of agricultural land of local importance are proposed for urban uses.

*Mitigation Measures Included in the Plan:*

- Although agricultural land on parts of St. Vincent's/Silveira could be converted to urban use within the plan's time frame, this conversion will not happen immediately, as the Plan's timing mechanisms do not anticipate development of these areas in the near future.
- The Plan proposes that the Silveira/St. Vincent's lands east of the NWP railroad tracks remain in agricultural or possible low intensity recreation uses during the Plan's time frame.

**9. Consumption of Non-Renewable Energy Resources.**

*Impacts:*

- Non-renewable energy resources would be consumed with new development.

*Mitigation Measures Included in the Plan:*

- Compliance with State energy conservation standards (California Administrative Code, Title 24), including siting of buildings, insulation and smaller glazed surfaces is already assuring more energy-efficient

buildings than before these requirements were in place. Although energy usage will increase, the efficiency of use should also increase.

- Plan policies also promote increased use of transit, bicycle and pedestrian circulations and other means to reduce reliance on the single-occupant automobile.

BE IT FURTHER RESOLVED that upon review and consideration of the Final EIR and other documents prepared as part of the General Plan revision process, the San Rafael City Council makes the following findings of overriding consideration in regard to the unavoidable significant adverse impacts identified above and contained in the Final EIR pursuant to Section 15093 of the CEQA Guidelines:

**1. The General Plan is consistent with the Intent of ABAG's Regional Plan and the Marin Countywide Plan which designate the "Eastern Urban Corridor" of Marin County for more urban, densely populated development.**

- The San Rafael Area lies within the "Eastern Urban Corridor " defined in the Marin Countywide Plan. The "Eastern Urban Corridor" is designated to contain more urban, densely populated development than the "Inland Corridor" and "Coastal Corridor" areas of the County. This designation is consistent with the Association of Bay Area Government's Regional Plan, which is committed to a city-centered concept of development. The city-centered concept was adopted over ten years ago to promote compact growth for reasons of cost-efficiency in public services, and to promote community separators to retain open space resources.

- The San Rafael Planning Area is influenced by its location in the Marin County/Sonoma County/Highway 101 development corridor. Growth in jobs and population in the Bay Area, and in San Francisco, Marin County and Sonoma County in particular, results in development pressures and housing and service demand on the San Rafael Planning Area.

- The basic intent of the Marin Countywide Plan is to preserve the natural environmental character of Marin County by encouraging more development in existing urban areas and preserving the central and western parts of the County for agriculture and open space/recreation.

**2. The General Plan achieves affordable housing goals while protecting environmental resources.**

- Affordable housing goals and the City's fair share of regional housing need can be achieved under the policies and programs in the General Plan. The Plan must balance affordable housing need with

environmental protection and traffic constraints.

•The General Plan includes a number of affordable housing programs which are dependent on higher project densities. These include density bonus provisions, provisions for mixed use developments, etc. Nevertheless, the densities in already developed residential neighborhoods will remain the same as a result of a major purpose articulated in the Plan to protect existing developed neighborhoods.

3. **The General Plan allows economic growth which supplies jobs for existing and future residents while protecting environmental resources and prudently managing traffic capacity.**

•The Plan seeks to provide a balance of land uses to provide jobs and services while still protecting environmental resources.

4. **The General Plan must provide a reasonable economic use of private property.**

•The City could be subject to possible regulatory takings claims if no reasonable economic use of private property is permitted.

5. **The General Plan would maintain social diversity in the community through providing affordable housing opportunities.**

•Providing affordable housing encourages social diversity in the community and provides housing for a high proportion of local workers, many of whom are paid low salaries.

In conclusion, the listed overriding considerations are deemed significantly important by the San Rafael City Council that a statement of override is hereby adopted.

I, JEANNE M. LEONCINI, clerk of the City of San Rafael, hereby certify that the foregoing resolution was duly and regularly introduced and adopted at a regular meeting of the Council of said City on Monday, the 18th day of July, 1988, by the following vote, to wit:

AYES:

NOES:

ABSENT:

COUNCILMEMBERS: Boro, Breiner, Frugoli, Thayer & Mayor

COUNCILMEMBERS: None

COUNCILMEMBERS: None

Mulryan

  
JEANNE M. LEONCINI, City Clerk



# SUMMARY OF GENERAL PLAN IMPACTS AND MITIGATION MEASURES

## IMPACTS (\* Significant Adverse Impacts)

## MITIGATION MEASURES (Primary General Plan Policies or Programs Shown in Parenthesis)

### GEOLOGY, SOILS, MINERAL RESOURCES & SEISMICITY

- Additional development will increase the amount of population and property subject to geologic, soil and seismic hazards.
- Allow new development only where danger can be mitigated. (S-1)
- Cluster development in large parcels to avoid areas of identified hazards. (LU-34)
- Avoid locating public improvements and utilities in areas of identified hazards (S-2)
- Require soils and geologic review of development proposals as outlined in Geotechnical Review Matrix and require that resulting mitigation measures be incorporated into project design. (S-3, S-5, S-6)
- Review of Slope Stability, Seismic Hazard, and Flood Hazard Maps and require appropriate studies at time of development proposal to assure identification and mitigation of identified hazards. (S-4)
- Require that new development neither be endangered by nor contribute to potential geologic hazards. (S-6)
- Design and construct all new buildings to provisions of seismic safety in Uniform Building Code (UBC). (S-7)
- Encourage rehabilitation or elimination of existing structures susceptible to collapse or failure in an earthquake. (S-8)
- Promote awareness and caution among residents regarding natural hazards. (S-27)
- Locate and construct public utilities, transportation and communication facilities to maximize their ability to remain functional during and after an earthquake. (S-28)
- Continue updating the Uniform Building Code as necessary to address earthquake and other hazards. (S-29)

### FIRE HAZARDS

- New development may increase the number of people exposed to this hazard.
- Prepare and adopt an Open Space Management Plan which identifies appropriate mitigation measures for fire hazards. (NE-8, NE-a)
- Continue public education programs of Fire Department to educate the public regarding fire hazards and hazard mitigation. (City policy S-27)
- Encourage special planting and maintenance programs to reduce potential fire in the hills and wildland areas where appropriate. (S-19)
- Construct all new development, at a minimum, to the fire safety standards contained in the Uniform Building Code. (S-20)
- Design and locate new development that is adjacent to natural hillsides in such a way as to minimize fire hazards to life and property, using such measures as fire preventive site design, landscaping and building materials and installation of sprinklers (S-21, S-22, S-23)
- Additional people in the planning area may increase the use of open spaces potentially subject to wildfires.

## IMPACTS

### EMERGENCY PREPAREDNESS

- Increased population resulting from development consistent with the Plan will result in increased numbers of people who may be subject to a natural disaster or emergency situation, and may result in roadway congestion.

### HAZARDOUS MATERIALS

- Development of sites contaminated by hazardous materials may adversely affect future occupants of projects.
- Use, storage or transport of hazardous materials may expose area residents to hazards.

### FLOOD HAZARDS

- New development will occur in areas subject to flooding which will increase the amount of property and population subject to these hazards.

## MITIGATION MEASURES

- Regularly review and update the emergency preparedness plan to incorporate new information and to address changing conditions. (S-e, S-26)
- Continue to coordinate with regional and Federal agencies as well as non-profit agencies such as the Red Cross. (S-f, S-26)
- Pursue development of an additional north/south connector between downtown and Terra Linda, and other areas, as appropriate. (S-24)
- Evaluate additional emergency connectors. (S-g)
- Promote hazard awareness (S-27)

- Evaluate for presence of hazardous materials any site proposed for development if site was filled prior to 1974, or if site was historically in uses that may have involved hazardous materials. The requirements for site specific investigation for the presence of hazardous materials are contained in the Geotechnical Review Matrix. (S-9)
- Require proper storage and disposal of hazardous materials to prevent leakage, potential explosions, fires, or the escape of harmful gases, and to prevent individually innocuous materials from combining to form hazardous substances, especially at time of disposal. (S-10)
- Support state and Federal legislation which strengthens safety requirements for the transportation of hazardous materials. (S-11)
- Prepare a detailed map of areas in the City where hazardous soils evaluation should be required. (S-9, S-h)

- Permit development only in those areas where danger to the health, safety, and welfare of the residents of the community can be adequately mitigated. (S-1)
- Review Hazard Maps at the time a development is proposed. Assure identification and implementation of mitigation measures for flood hazards. (S-4)

## IMPACTS

### FLOOD HAZARDS (Continued)

- • Increases of impervious surfaces will reduce infiltration of rainwater and increase peak flows, which may adversely affect downstream properties if adequate capacity is not available in drainageways.
- • Placement of buildings and structures near drainageways may adversely affect natural drainageway patterns.
- • New development may cause filling of sites within a flood plain which will reduce holding capacity of the flood plain and may increase flood hazards to unfilled, low-lying properties.
- • Flood hazards and flood elevations may increase during the timeframe of the Plan if predicted rise in sea level and subsidence of flood hazard areas and levees protecting those areas occurs.

### FIRE SERVICES

- • New development will increase the service areas of the Fire Department and will increase the population within those service areas, particularly in North San Rafael and East San Rafael.

### POLICE SERVICES

- • New development will increase service areas of the Police Department, and the population within those service areas.

## MITIGATION MEASURES

- Design new development to provide protection from potential impacts of flooding during the "1% chance" or "100-year flood." (S-12)
- Support state and Federal legislation which provides for the construction of flood control improvements in urbanized areas. (S-13)
- Require levee upgrading when waterfront properties are developed or redeveloped. (S-15)
- Retain creek channels in their natural state and provide maintenance access along the creek where appropriate. (S-17, NE-16, NE-17)
- Coordinate with local, regional, state and national agencies regarding potential rise in sea level and assist in formulation of appropriate response. (S-18)
- Promote awareness and caution among residents regarding possible natural hazards and publicize disaster plans. (S-27)
- Periodically evaluate and revise the City's Title 18 Flood Protection Standards for new development based in Federal and regional criteria and the recommendations of the Drainage System Master Plan(s). (S-c)
- Prepare a Drainage System Master Plan, or Plans, for the San Rafael Basin and other developed areas and, prior to development, for St. Vincents/Silveira. (S-b, SVS-20)
- Incrementally improve the waterfront levees on a priority basis, using funds allocated annually by the City. (S-j)

• REVISED  
S-18  
WORDING  
PER  
#20a2\*

• ADD'L  
MITIGATION  
PER  
#20a3

\* IN MAY 20, 1988 RESPONSES  
TO WRITTEN COMMENTS  
DOCUMENT



## IMPACTS

### CRIME PREVENTION

- New development has the potential to create unsafe conditions for crime to occur.

### SCHOOLS

- Construction of new residential units will have an impacts on school enrollments.
- Development of the St. Vincents/Silveira property suggests a need for a new elementary school within that neighborhood.

### NOISE

- An increase in average noise levels is expected along major thoroughfares as a result of increase in traffic volumes. The most significant noise increases will occur along planned road extensions.
- The proposed transitway and heliport may cause adverse noise impacts on adjacent properties.
- High noise levels exist along Highways 101, 580 and some major arterials.
- Nuisance noise problems have been identified.

## MITIGATION MEASURES

- Require crime prevention techniques in new development. (S-22, LU-35)
- Continue to review development applications to assure that landscaping, lighting, building design, and building construction materials reduce the opportunity for crime hazards. (S-22, LU-35)

- Encourage retention of closed school sites potentially needed for future enrollment. (LU-57)
- Consider a new elementary school location in North San Rafael (LU-57, SVS-3)

- Review development proposals for compliance with standards set forth in the Land Use Use Compatibility for Community Noise Environments chart in the General Plan. (N-1, N-2, N-3, N-4, N-5)
- Require acoustical studies and incorporate noise attenuation features into development where necessary to comply with specified interior and exterior noise levels. (N-1, N-3, N-5, N-6, N-7, N-8, N-11)
- Prepare acoustical studies for the proposed transitway as part of the project process and incorporate noise attenuation features into the project design as appropriate. (N-14)
- Consider revision of City noise ordinance to alleviate nuisance conflicts. (N-13, N-a)
- Continue to use environmental review and project review process to reduce short term noise impacts from construction and from new projects. (N-8, N-9, N-10, N-13)
- Post construction monitoring and sign-off by an acoustical engineer. (N-8)
- Mitigation of traffic noise included in program or project increasing traffic noise levels more than 3 dBA (Ldn) where exterior levels are 65 dBA (Ldn) or greater. (N-10)

• REVISION  
PER # 2C

## IMPACTS

### LAND USE

- Areas of vacant land and agricultural land of local importance will be committed to residential, office, commercial and open space uses

### TRAFFIC

- Development will result in increased traffic on local streets.
- Development in the planning area will contribute to Highway 101 congestion.
- Development has potential adverse impacts on businesses and 'quality of life.'

### HYDROLOGY, WATER QUALITY & EROSION

- Development resulting from the Plan will cause an increase in impervious surfaces and increased water runoff.
- Additional development will adversely affect surface water quality because surface water runoff contains urban pollutants and silt.
- New development may result in increased erosion and sedimentation.

## MITIGATION MEASURES

- Preserve areas of high habitat and community-wide open space significance through securing or preserving open space or natural areas. (NE-1, NE-2, LU-17b)
- Concentrate development on least sensitive areas of sites. (NE-3, LU-10, LU-11, LU-34, LU-35)
- Limit development on very steep slopes which are unstable or have community-wide visual significance. (LU-10, LU-34, NE-6)

- New development shall not exceed Level of Service D standards at major highway interchanges and on arterial streets and intersections. LOS C or better shall be maintained on local residential streets and intersections. (C-1, C-2, C-3, LU-1)
- Provide roadway improvements as described in the Plan. (C-3, C-8, C-17, C-18, C-19, Circulation Background)
- Provide alternatives parallel to Highway 101; transitway and north-south connecting arterials. (C-3, C-8, C-12)
- Increase/maintain bus service for transbay, Sonoma-Marin and local riders. (C-10, C-11, C-12, C-13, C-14, C-16)
- Encourage carpooling, van pooling, transit-use incentives, bicycle-use and pedestrian incentives and flexible work hours to minimize peak hour single-occupant vehicle ridership. (C-22, C-23, C-24, C-25, C-27)
- Institute TSM Programs for new development. (C-22, C-p)
- Participate in Highway 101 Corridor Action Study and assist in implementation. (C-1, C-20, C-m)
- Allocate trips to individual parcels in the most traffic sensitive areas, North San Rafael, Northgate and East San Rafael/Francisco Boulevard West. (C-4)

• MORE  
SPECIFIC  
TRAFFIC  
INFO  
PER #9d

- Prepare Drainage System Master Plans which identify flood routing needs, needed flood control improvements, implementing actions and funding mechanisms. (S-b)
- Require that adequate drainage facilities exist to accommodate increased flows with new development. (S-b, S-d)
- Require erosion control measures in new development. (S-16, SVS-20)
- Retain creek channels in their natural state to prevent creek bank erosion. (S-17, NE-16, NE-17)
- Encourage the use of native landscaping, which minimizes the need for fertilizers and pesticides. (LU-35)

• WATER  
QUALITY  
MODIFICATION  
PER #3h

## IMPACTS

### HYDROLOGY, WATER QUALITY & EROSION (Continued)

## MITIGATION MEASURES

- Continue street cleaning programs which reduce pollutants entering surface waterways. (LU-53)
- Evaluate proposed projects for potential water quality impacts and require mitigation measures, such as sediment and grease traps where appropriate. (LU-h (u) and S-k)
- Incorporate erosion control practices into the City's subdivision ordinance. (S-k)
- Monitor water quality at major stormwater discharge points into the Canal. (NE-c)
- Maintain acceptable water quality in the San Rafael Canal and other water bodies. (NE-19)

### VEGETATION & WILDLIFE

- • Portions of existing communities (wetlands, grasslands, and oak-woodland habitats) will be replaced by other land uses as development occurs.

- Cluster development whenever possible to provide a large consolidated area for wildlife habitat. (LU-10, LU-18, LU-19, LU-34, LU-35, NE-3)
- Utilize tree preservation measures during site design and construction to minimize impacts on existing vegetation. (LU-29, LU-35, LU-n, SVS-15)
- Require an inventory of significant vegetation on large undeveloped parcels prior to construction. (LU-19, LU-35, NE-5, SVS-12, SVS-21)
- Require careful placement and design of homes in hillside areas to ensure that a minimum of large trees are removed. Design grading and construction activities to minimize tree loss. (LU-34, LU-n)
- Require revegetation on graded slopes and lot landscapes and the use of drought-resistant native plants. (LU-32, LU-i, LU-aa, S-k)
- Maintain watershed and watercourses in their natural state to the fullest extent practicable. (LU-35, S-17, NE-16, NE-17)
- Protect rare or endangered species in the San Rafael area through establishment and support of wildlife habitat. (LU-35, NE-5, NE-11)
- Encourage public awareness concerning the role of plant life in the urban ecosystem. (NE-5, NE-a)
- Where minor filling of wetlands is unavoidable, provide marsh restoration nearby to compensate, consistent with policies of the BCDC, US Corps of Engineers, US Fish and Wildlife Service and the State Department of Fish and Game. (NE-5, NE-20, NE-d)
- Work with the Marin County Flood Control and Water Conservation District to discover means by which outlying area watercourses may be retained in as natural appearing state as possible. (S-17, NE-16, NE-17)

• TREE  
PRES.  
PER  
#46

• EXPAND  
PER  
#22C



## IMPACTS

### VEGETATION & WILDLIFE (Continued)

#### AIR QUALITY

- Air quality is expected to improve in the future despite traffic increases, due to California vehicle emissions control regulations.
- • Eight-hour air quality standards may be exceeded under worst-case meteorological conditions at full development potential at two intersections: Andersen/Bellam and Lincoln/Mission.

## MITIGATION MEASURES

- Preserve mature trees, tree masses, and tree rows of significant aesthetic or historic quality when consistent with public safety. (LU-29, LU-35, LU-n)
  - Return open space to its natural appearing state after any permitted grading or alteration. (NE-1, NE-7, NE-12, NE-14, LU-d, LU-p)
  - Restrict access to marsh areas to perimeter of marsh. Restrict activities to low intensity uses such as hiking and bird watching and assure preservation and protection of wetland areas. (NE-5, NE-20, NE-d)
  - Prepare an Open Space Management Plan to identify criteria for determining appropriateness of use and determining ongoing maintenance needs of open space. (NE-8, NE-a)
  - Assure protection of Las Gallinas Valley Sanitary District publicly financed wetlands. (NE-5, SVS-12, SVS-21)
- WETLAND MEASURES MODIFIED PER #3d AND #23d
- ADD'L MITIGATION PER #22c

- Enact TSM Ordinance. (C-22, C-p)
- Continue compliance with vehicle inspection/maintenance program. (State Law)
- Minimize dust and pollutant generation in construction activities through subdivision/grading ordinance provisions. (LU-d)
- Encourage land use patterns which reduce reliance on the automobile and minimize the length and number of vehicle trips. (LU-37, C-14, C-15, SVS-1)
- Coordinate transportation planning efforts with other jurisdictions. (C-17, C-19, C-20 C-c, C-j, C-l)
- Use General Plan/follow-up zoning to separate residences from pollutant generators, especially industrial uses. (LU-10, LU-34, LU-b)
- Encourage mixed use projects in appropriate locations. (LU-13, H-16, LU-a,b,d,e)
- Expand and improve public transit systems and bikeways. (C-10, C-23)
- Implement circulation improvements to improve traffic flow, since emission rates increase as vehicle speed decreases. (LU-1, C-1, C-3, C-8)
- Continue to work with BAAQMD and ABAG on regional analysis of the effects and mitigation measures necessary to accommodate the City's growth and meet Federal Clean Air requirements. (LU-60)
- Encourage projects which maximize landscaping and limit the amount of building coverage and asphalt. (LU-35, LU-i)
- Centralize retail commercial development in Downtown and Northgate and encourage foot traffic between stores. (C-26, C-27, NG-1, DT-1, DT-15, DT-18)

## IMPACTS

### PARKS AND RECREATION

- New development will create a demand for new public and private park facilities.
- Potential loss of existing recreational facilities if school sites are closed or redeveloped.

### SOLID WASTE

- Increased population will result in increased quantities of solid waste.

### WATER

- New development will result in a need for new storage and delivery systems.
- New development could require new water sources if build-out projections are achieved, depending on the effectiveness of water conservation measures and depending on combined changes in development from other areas within the Marin Municipal Water District.

### SEWERAGE

- New development will result in a need for repaired, new or expanded sewer collection and treatment facilities.

## MITIGATION MEASURES

- Maintain existing standard of 3 acres of local serving park per 1000 population. (R-1, R-2, R-c)
- Implement Recreation Plan. (R-3, R-10, R-13, R-14)
- Encourage private enterprise to develop commercial recreational facilities. (R-11)
- Require recreational facilities in conjunction with new development. (R-4, R-5, R-35)
- Attempt to secure continued use of recreational facilities when school sites are closed or redeveloped. (R-21, R-8)

- Coordinate with the county and encourage completion and adoption of a revised County Solid Waste Management Plan. (LU-60)

- Construct new development at the same time or after completion of infrastructure improvements needed. (LU-1, LU-51)
- Provide additional storage and delivery capacity in East San Rafael, North San Rafael and Peacock Gap. (LU-2)
- Establish water conserving landscaping design standards. (LU-i, LU-aa)
- Require water conserving landscape design and fixture types in all new development. (LU-32)
- If water conservation measures are ineffective, encourage development of new water supplies. (LU-51)

- Construct new development at the same time or after completion of infrastructure improvements needed for health, safety and general welfare. (LU-1)
- Insure adequate sewer facilities to meet needs of new development. (LU-51)
- Inventory and evaluate the existing San Rafael Sanitation District pump stations and force mains and develop a long range program to fund and construct needed transport system improvements. (LU-bb, LU-cc)
- Encourage Las Gallinas Valley Sanitary District to study how and when the plant should be expanded consistent with the San Rafael General Plan. (LU-52)

• ADD'L  
MEASURES  
PER #4K

UPDATED  
IMPACT  
INFORMATN  
PER #6C

ADD'L  
MEASURE  
PER  
#5C

## IMPACTS

### UTILITIES

- No significant impacts are associated with the provision of utilities to accommodate new development.

### HOSPITALS

- Relocation of Ross General Hospital to Smith Ranch Road would have traffic impacts in the vicinity and would result in loss Housing Opportunity Site.

### CHILD CARE

- Increased population will result in a need for additional child care facilities.

## ARCHAEOLOGICAL, HISTORICAL & CULTURAL RESOURCES

- Historic or prehistoric artifacts may be disturbed or unearthed during construction of new projects.
- Potential disruption of historical resources during redevelopment.

## MITIGATION MEASURES

- Continue to inform utility providers of new development as part of the project review process (LU-60)
- Balance trip allocations to all parcels tributary to the Smith Ranch Road/Lucas Valley Road/Redwood/Highway 101 interchange in order to maintain the Level of Service standard. (C-3, C-7, NG-2, NG-5, NG-15)
- Use site for housing to address housing need. (H-gg, NG-15)
- Initiate Citywide assessment of child care needs and alternatives and develop policies for child care services. (LU-54, LU-55, LU-56, LU-hh)
- Waive fees for new child care centers and exempt centers from site trip allocations and give priority processing for child care facilities. (LU-53)
- Require archaeological assessments of large undeveloped sites which have high potential for archaeological resources and avoid development of sensitive areas. (NE-5, NE-18, SVS-11, LU-18, LU-35)
- Implement project specific mitigation procedures when artifacts are unearthed during construction. (NE-5, NE-18)
- Identify features of cultural and/or historical significance to the community. (LU-23, LU-36, DT-15)
- Retain City-designated landmark features, structures and sites of historic, aesthetic, and special character or interest for the general public should not be altered without approval of the Cultural Affairs Commission. (LU-23, LU-36)
- Preserve the character of historic buildings. (LU-19, LU-20, LU-35)



## IMPACTS

### COMMUNITY DESIGN

- New development could affect the small town character of San Rafael.
- New development could be constructed without regard to site design quality, building material quality, and the surrounding natural environment or neighborhood.

### ENERGY

- New development will increase energy usage.
- Non-renewable energy resources would be consumed in conjunction with new development

## MITIGATION MEASURES

- Retain the small town character by maintaining the historic design scale of downtown and maintaining the existing suburban scale of development. (LU-20, LU-21, LU-23)
- Require excellence of design in all new development to enhance important community entryways, major corridors, linkages and waterways. (LU-19, LU-35, LU-36)
- Preserve views of the Bay and Bay wetlands. (LU-22, LU-35, NE-6, SVS-13)
- Preserve buildings and areas of recognized historic or aesthetic value. (LU-20, LU-23, LU-35)
- Allow height limits appropriate to the surrounding uses. (LU-21)
- Continue street tree planting and preserve significant tree groves. (LU-29, LU-30, LU-o)
- Encourage "vest pocket parks" in new non-residential projects. (LU-31)
- Promote design compatibility with surrounding areas and provide yard areas in conversion of existing residences. (LU-25, LU-26)
- Prepare specific area design plans for the San Rafael Canal, Bayfront and adjacent uses, Highway 101/I-580 frontage between Francisco Boulevard East and West, Downtown and environs and St. Vincents/Silveira. (LU-q, SVS-21)
- Enact TSM ordinance. (C-22, C-p)
- Encourage voluntary conservation efforts. (LU-33, H-12)
- Require appropriate site design. (LU-35, LU-i)
- Cooperate with energy conservation programs promoted by PG&E. (LU-60, H-s)










# REGIONAL LOCATION

 San Rafael Planning Area



City of San Rafael  
General Plan  
2000








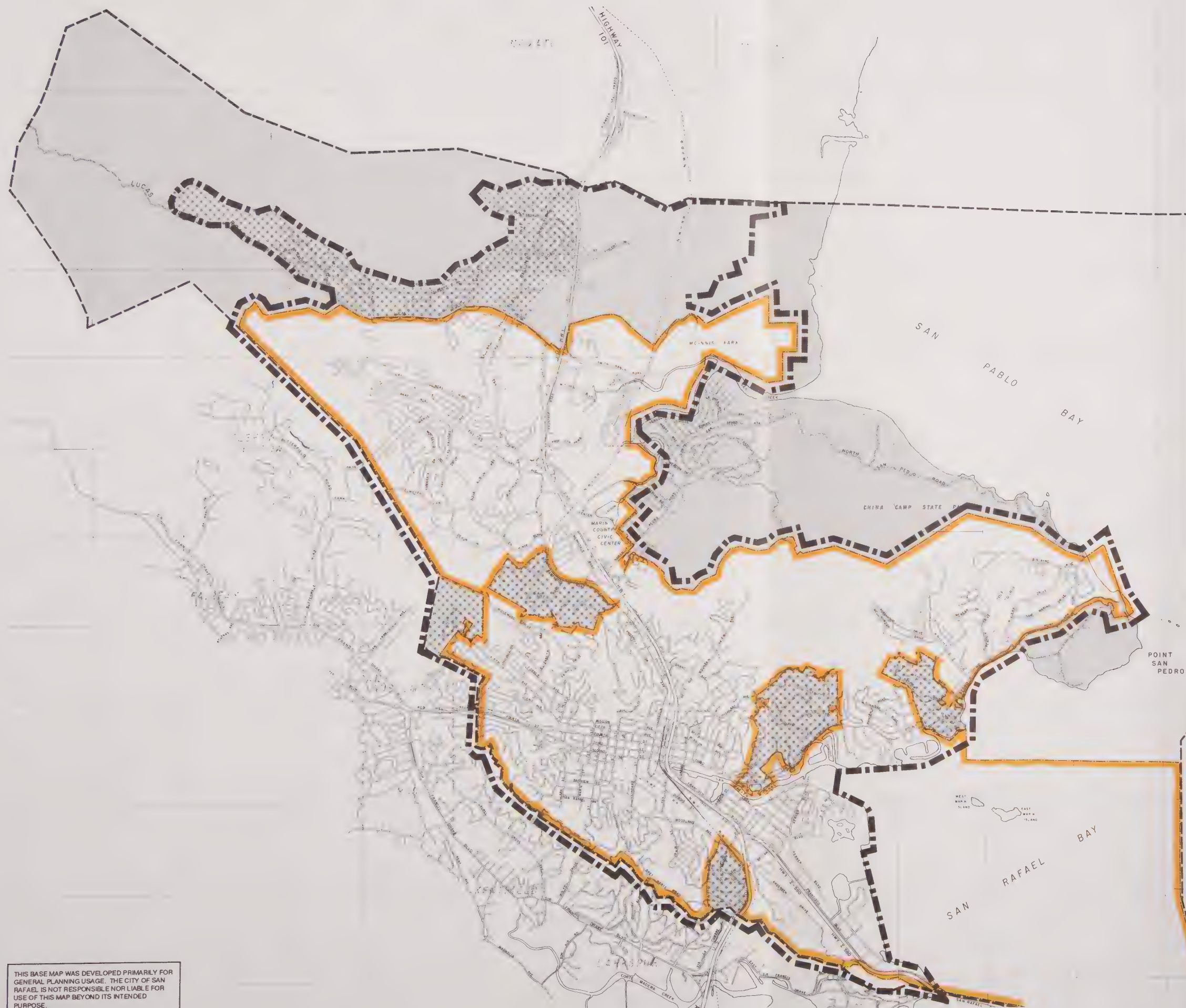




# SAN RAFAEL PLANNING AREA

Including Sphere of Influence and  
Urban Service Area Boundaries

-  Planning Area and Sphere of Influence Boundary
-  Five Year (1992) Urban Service Boundary
-  San Rafael City Limits
-  Unincorporated Areas Within The Sphere of Influence
-  Annexation And City Services Provision Dependent Upon Resident Interest



THIS BASE MAP WAS DEVELOPED PRIMARILY FOR GENERAL PLANNING USAGE. THE CITY OF SAN RAFAEL IS NOT RESPONSIBLE NOR LIABLE FOR USE OF THIS MAP BEYOND ITS INTENDED PURPOSE.

North 0 6000 Feet  
0 1800 Meters

City of San Rafael  
General Plan  
2000







# SAN RAFAEL NEIGHBORHOODS

1. Islands - Bay
2. Lucas Valley
3. Marinwood
4. Silveira - St. Vincent's
5. Terra Linda
6. Mont Marin - San Rafael Park
7. Northgate Activity Center
8. McInnis Park - Gallinas Flatlands
9. Rafael Meadows - Los Ranchitos
10. Civic Center
11. Santa Venetia
12. China Camp
13. Sun Valley
14. Fairhills
15. Lincoln
16. Dominican - Black Canyon
17. Country Club
18. Loch Lomond
19. Bayside Acres
20. Glenwood
21. Peacock Gap
22. West End
23. Downtown Activity Center
24. Montecito
25. Gerstle Park
26. Picnic Valley
27. Francisco Boulevard West
28. Bret Harte
29. California Park
30. East San Rafael



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**City of San Rafael  
General Plan  
2000**





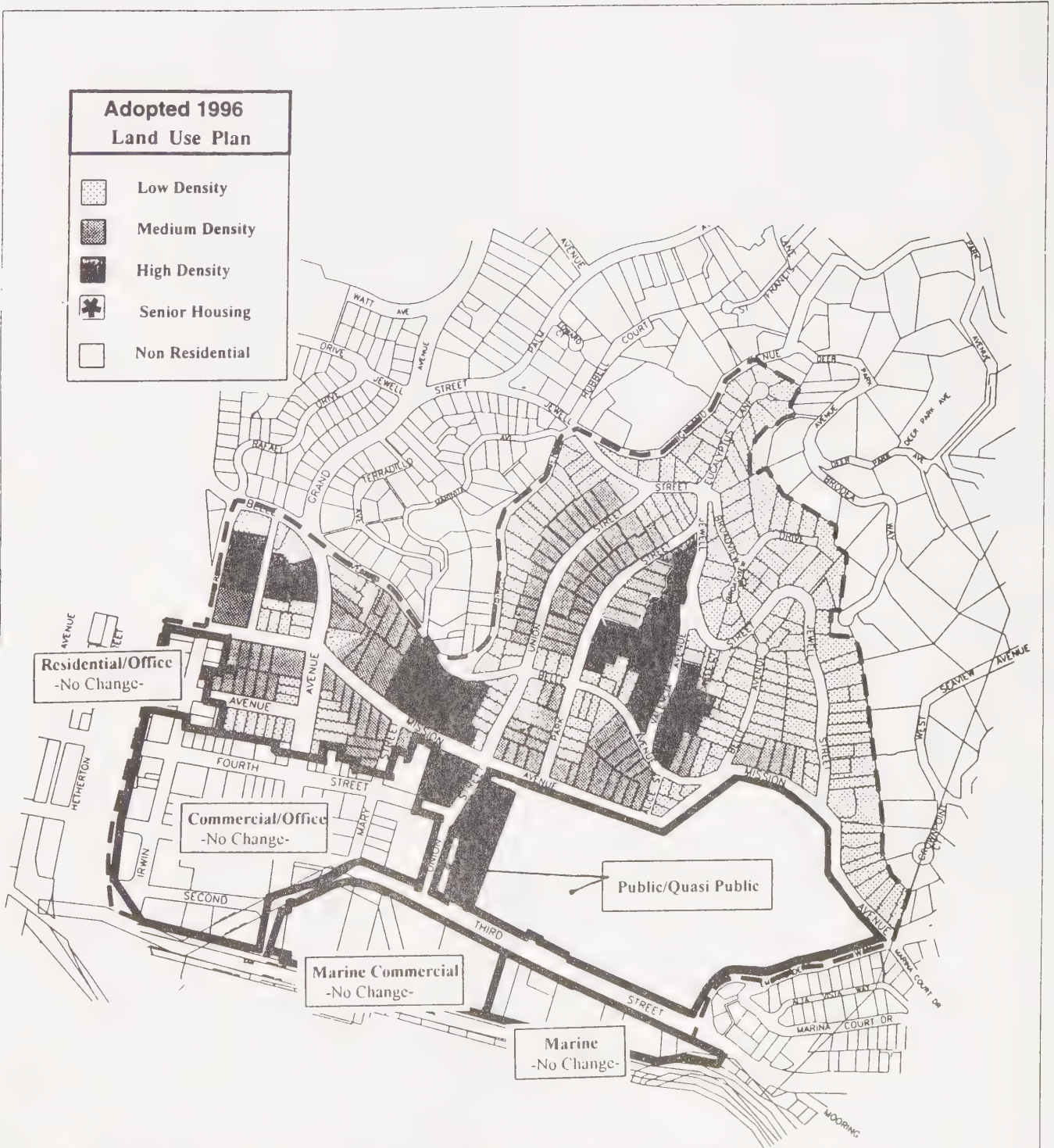


## AMENDMENTS TO SAN RAFAEL LAND USE PLAN

## Delete "A" (Auto Center) in ESR

Add "Estate Residential" land use category (a new residential use)

See below for land use amendments March 18, 1996 in Montecito/Happy Valley Neighborhood:

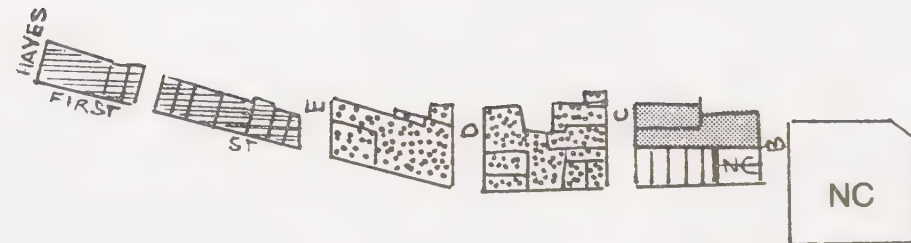
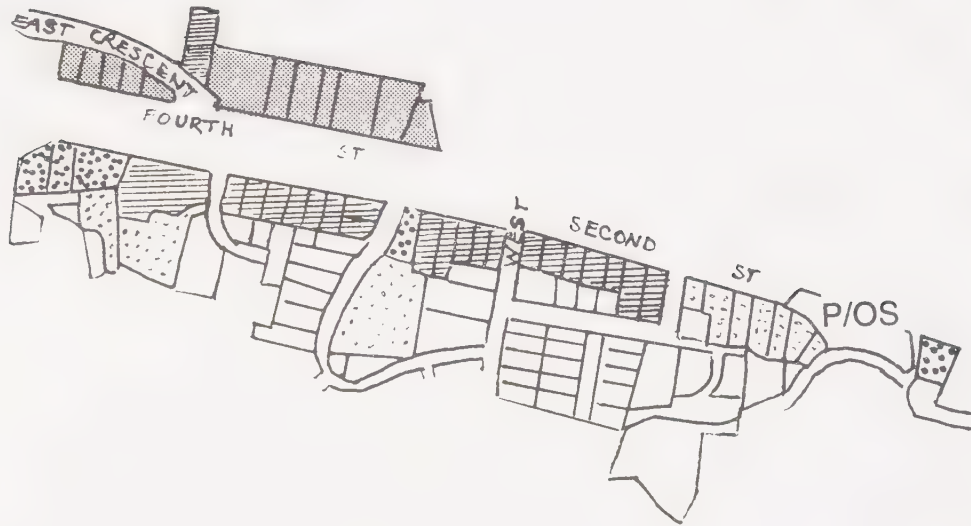


# Montecito-Happy Valley Neighborhood





☐ Low Density Residential  
☒ Medium Density Residential  
☒ High Density Residential  
P/OS Parks/Open Space/Conservation  
☒ Retail/Office  
☒ Residential/Office  
NC Neighborhood Commercial





**CHANGES TO THE SAN RAFAEL GENERAL  
PLAN LAND USE MAP 1988 - 95**

1. Jacoby Street. APN 18-143-02, -03, -05 through -10; 18-180-35, -36, -50 from *High Density Residential* to *Industrial*. GPA89-1
2. City-owned property at the end of Bellam Blvd. APN 9-280-10, -11; 9-010-16 from *Neighborhood Commercial* to *Parks/Open Space*. GPA989-2
3. Brookdale Avenue. All parcels from *High Density Residential* to *Medium Density Residential*. GPA 90-1
4. 45 Fremont. APN 12-041-14 through -17 from *Low Density Residential* to *Hillside Residential*. GPA90-1
6. Williams Street and Bradcliff near Mountain View in Dominican. APN 15-081-12 through -16, -18 through -21, -23, -28; 15-112-17 from *Hillside Residential* to *Low Density Residential*. GPA91-1
7. Clayton Street driveway extension toward Ross Street in West End/Gerstle Park. APN 12-141-03, -45, -48, -51, -52, -58, -59, -60 from *Medium Density Residential* to *Low Density Residential*. GPA91-1
8. Elizabeth Way/Valley View in Fairhills. APN 10-011-02; 10-083-02, -04, -05; 10-133-15; 10-301-24 -25; 179-261-27 from *Low Density Residential* to *Hillside Residential*. GPA91-1
9. Sirard Lane in Sun Valley. APN 10-011-28, -53; 10-052-040 from *Parks/Open Space* to *Hillside Residential* and 10-011-51, -52, -54, -55; 10-052-01, -39 from *Parks/Open Space* to *Low Density Residential*. GPA91-1
10. Elks Club property on Mission Avenue in Downtown. APN 11-131-04 undeveloped rear 4.3 acre portion of the site from *High Density Residential* to *Hillside Resource Residential* and undeveloped areas to east and west of parking lot from *High Density Residential* to *Hillside Residential*. GPA91-1
11. City-owned hillside site on Oakwood Drive in Fairhills. APN 10-031-01 from *Residential* to *Parks/Open Space*. GPA91-1
12. Los Ranchitos/Golden Hinde in Terra Linda. APN 175-292-26 (Ann Curtis Swim School) from *Hillside Residential* to *Public/Quasi-Public*. APN 175-292-35 from *Hillside Residential* to *Low Density Residential*. GPA91-1
13. Red Rock Way in Terra Linda. APN 179-232-07 from *Low Density Residential* to *Hillside Residential*. GPA91-1
14. Office on the east side of the north end of Lincoln Avenue. APN 11-065-11, 20, -21, -22 from *High Density Residential* to *Residential/Office*. GPA91-1
16. Sessions Rise and Parkway Terrace condominiums in Northgate East. APN 155-210-all and 155-220-all from *High Density Residential* to *Medium Density Residential*. GPA91-1
17. 270 Channing Way in Northgate East. APN 155-360-01 to -24 from *High Density Residential* to *Medium Density Residential*. GPA91-1
18. Near Cherry Hill on Las Gallinas in Terra Linda. APN 165-010-66 from *Low Density Residential* to *Hillside Residential*. GPA91-1
19. 10 Bay Way in Loch Lomond. 4.2 acre parcel from *Parks/Open Space* to *Low Density Residential/Conservation Area*. GPA91-1
20. Commercial/motel on block bounded by Medway, Francisco, Hoag and Front Streets in East San Rafael. APN 14-204-01, -02, -09 -11 from *Light Industrial/Office* to *General Commercial*. GPA91-1
21. 251-253 Channing Way. APN 155-092-22 from *Low Density Residential* to *Medium Density Residential* and APN 155-092-23 from *Low Density Residential* to *Parks/Open Space*. GPA93-1
22. 45-55 Mitchell. APN 155-131-26 from *Office* to *Light Industrial/Office*. GPA93-1
23. San Rafael Manor. APN 178-240-11 and -14 from *Low Density* and *Hillside Residential* to *Open Space*. GPA93-1
24. Peacock Estates and Peacock Neighborhood One-B from *Hillside Residential* to *Estate Residential*. GPA93-1
25. Dominican neighborhood. APN 15-062-12, -17, -20, -21, -22; 15-081-08, -09, -10, -27, -30, -31, -37 through -40, -48, -49; 15-112-02, -12, -13, -15, -16, -18 through -21; 15-121-01, -03, -05, -07 through 12; 151-161-01 from *Hillside Residential* to *Estate Residential*. GPA93-1
26. Loch Lomond. APN 16-101-15, -16; 16-113-01, -02, -12, -13; 16-112-01 through -05; 16-121-06, -07 from *Hillside Residential* to *Low Density Residential*. GPA93-1
27. 4144 and 4150 Redwood Highway. APN 155-072-01, -02 from *Office* to *Retail/Office*. GPA95-2
29. 615 Lindaro at Woodland. APN 13-061-49 from *High Density Residential* to *Light Industrial/Office*. GPA95-2
30. 10 East Crescent Drive. APN 10-291-67 from *Retail/Office* to *High Density Residential*. GPA90-2
31. 157 Woodland Avenue. APN 13-114-19 and -20 from *Hillside Residential* to *Low Density Residential*. GPA94-2
32. 1 McInnis Parkway. APN 180-410-06 from *General Commercial* to *Office*. GPA95-1
33. 70 Skyview Terrace. Portion of APN 165-010-54 from *Low Density Residential* to *Public/Quasi-Public*. GPA94-1

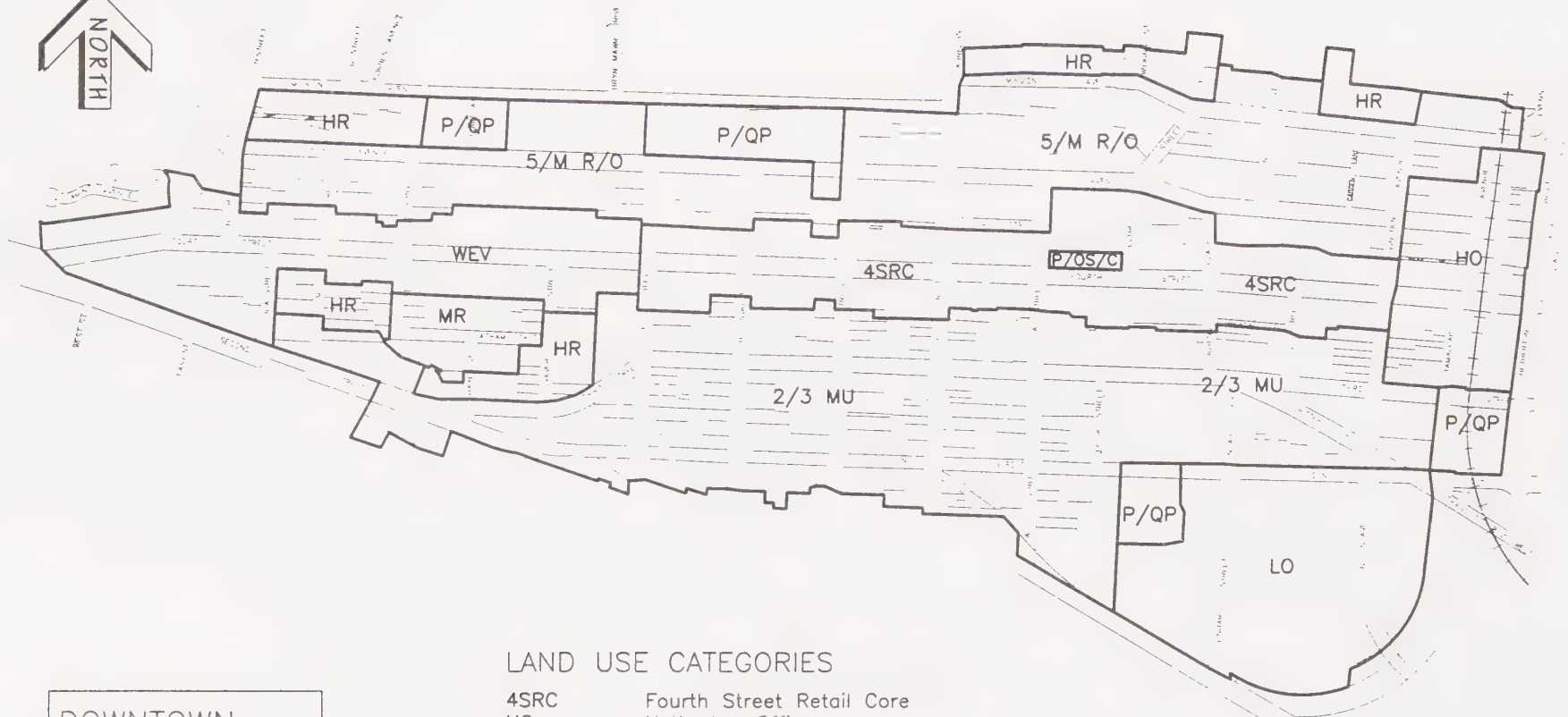


CHANGES TO LAND USE MAP  
PER GENERAL PLAN AMENDMENTS  
CITY OF SAN RAFAEL - PLANNING DEPARTMENT

Prepared January 24, 1996







**DOWNTOWN  
LAND USE MAP**

Map GP-4b

City of San Rafael  
Planning Department

Scale 1" = 400'  
Date: Mar 4, 1996

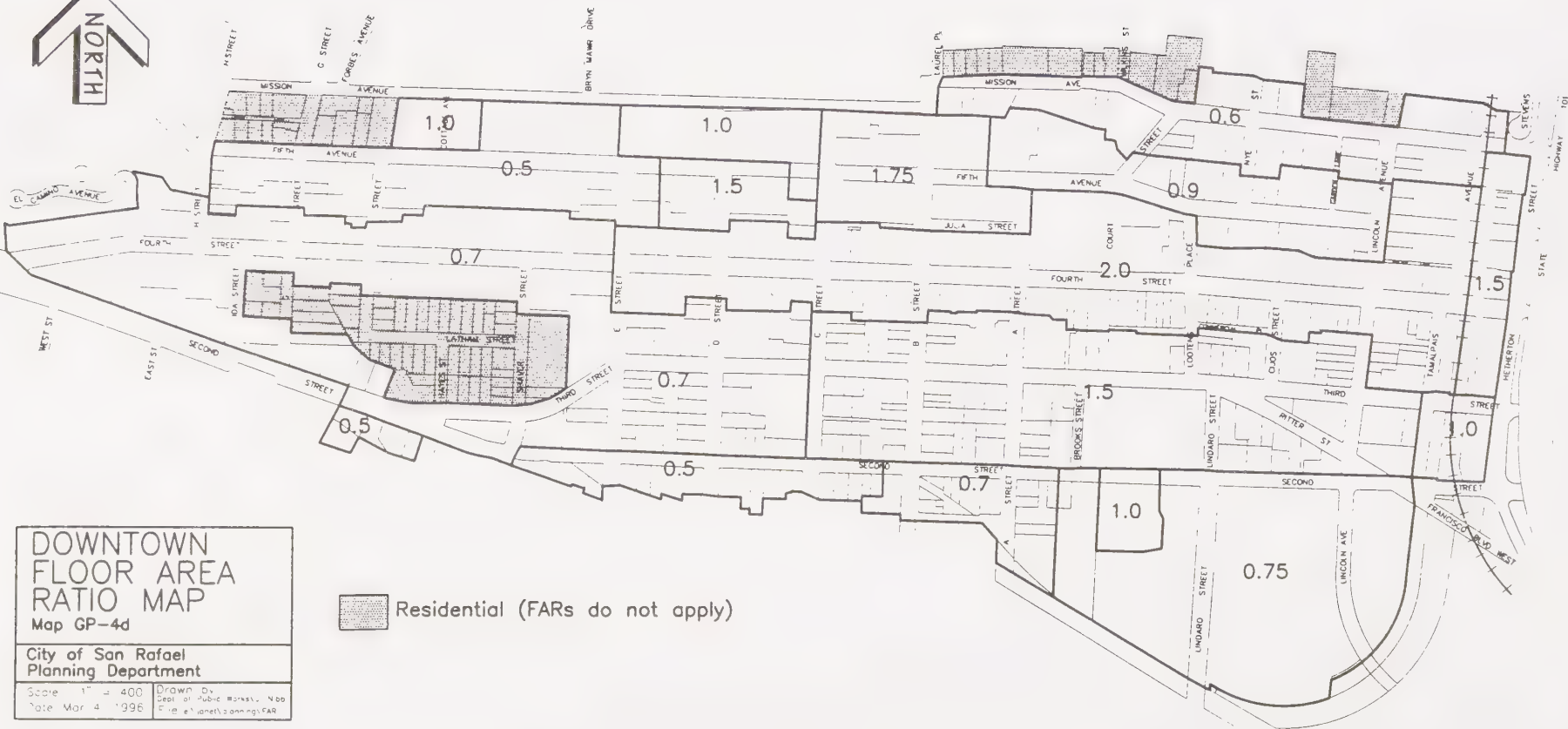
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Dept. of Public Works, Map  
C. E. A. G. 1001020000 1001020000

### LAND USE CATEGORIES

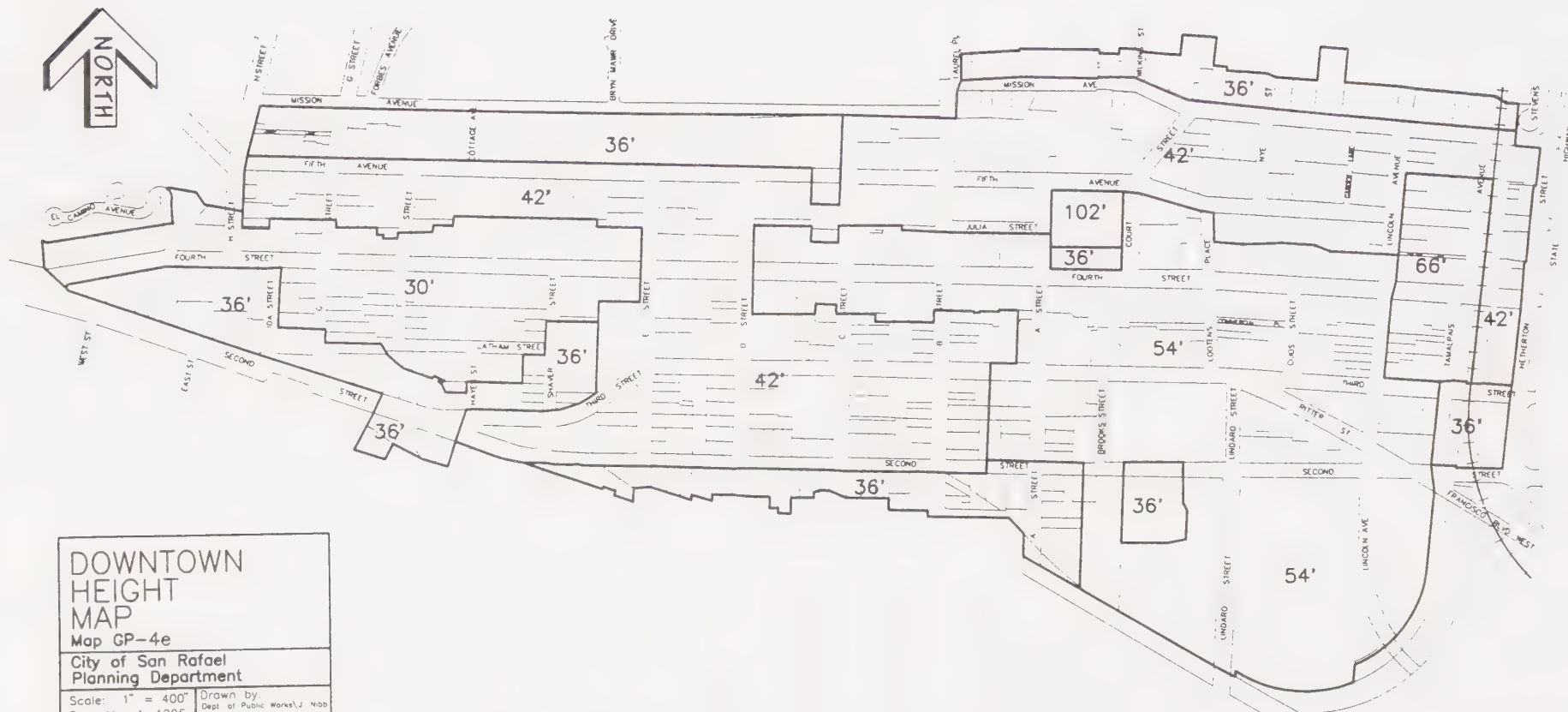
4SRC	Fourth Street Retail Core
HO	Hetherton Office
LO	Lindaro Office
2/3 M/U	Second/Third Mixed Use
WEV	West End Village
5/M R/O	Fifth/Mission Residential/Office
P/OS/C	Parks/Open Space/Conservation
P/QP	Public/Quasi-public
HR	High Density Residential
MR	Medium Density Residential











## Map GP-4e

City of San Rafael  
Planning Department

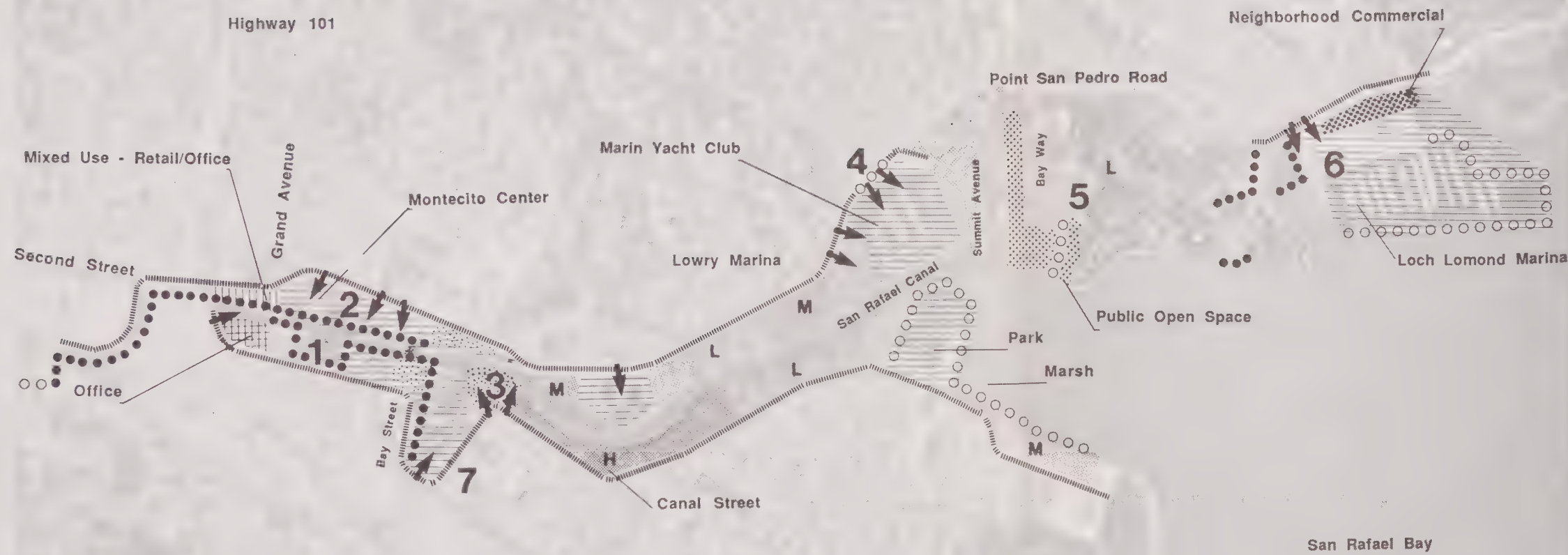
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









Drawn by.  
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# CANAL LAND USE AND ACCESS



-  **Marine Use Activity Area**  
Shopping centers, restaurants, marinas, hotels, marine businesses, marine-related parks
-  **Marine Dependent Business Area**  
Includes marine-related parks
-  **Low Density Residential**  
2.0 – 6.5 units/gross acre
-  **Medium Density Residential**  
6.5 – 15 units/gross acre
-  **High Density Residential**  
15 – 32 units/gross acre
-  **Open Space**
-  **Water-Oriented Design Opportunity Area Boundary**
-  **Existing/Potential Visual Access**
-  **Existing Pedestrian Access**
-  **Potential Pedestrian/Bicycle Access High Priority**

## EXISTING ACCESS/IMPROVEMENT RECOMMENDATIONS

1. Beach Park Boat Launch; potential for expanded use.
2. Montecito Center water-oriented redevelopment opportunity area. Visual and pedestrian access needed.
3. Proposed park site; small existing-seating area.
4. Scenic and fishing access (150 feet wide).
5. Four car parking; pedestrian access.
6. Public boat launch and informal fishing access; expanded marine uses possible.
7. Relocate pump site for views.

**Note!** Refer to Policy Section and Timing Constraints Chart for information on development timing and other development concerns.



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**City of San Rafael  
General Plan  
2000**




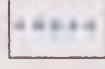
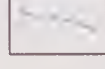



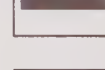
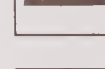
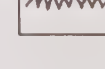
GP-4c EIR-1c





# COMMUNITY DESIGN MAP A



-  Visually Significant Hillsides, Ridges and Landforms (Generalized)
-  Bay Frontage
-  Creeks
-  Drainageways
-  Historic and Architecturally Significant Buildings and Areas
-  Gateways
-  Views
-  Urban Design Study Area
-  Highways 101/580
-  Primary Vehicular Circulation Routes
-  NWPRR Right of Way (future transitway)
-  Scenic Rural Roadway



City of San Rafael  
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2000



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













March 4, 1996 Amendment, Ordinance #9562

NOTE: "Entry nodes" and "pedestrian oriented streets" deleted March 4, 1996. See the Downtown Design Guidelines for more information.





# COMMUNITY DESIGN MAP B

-  Urban Design Area
-  Bay Frontage
-  Canal Frontage
-  Creeks
-  Drainageways
-  Historic and Architecturally Significant Buildings and Areas
-  Gateways
-  Views
-  Downtown Entry Nodes
-  Pedestrian-Oriented Streets
-  Highways 101/580
-  Primary Vehicular Circulation Routes
-  NWPRR Right Of Way (future transitway)
-  San Rafael Redevelopment Area Boundary



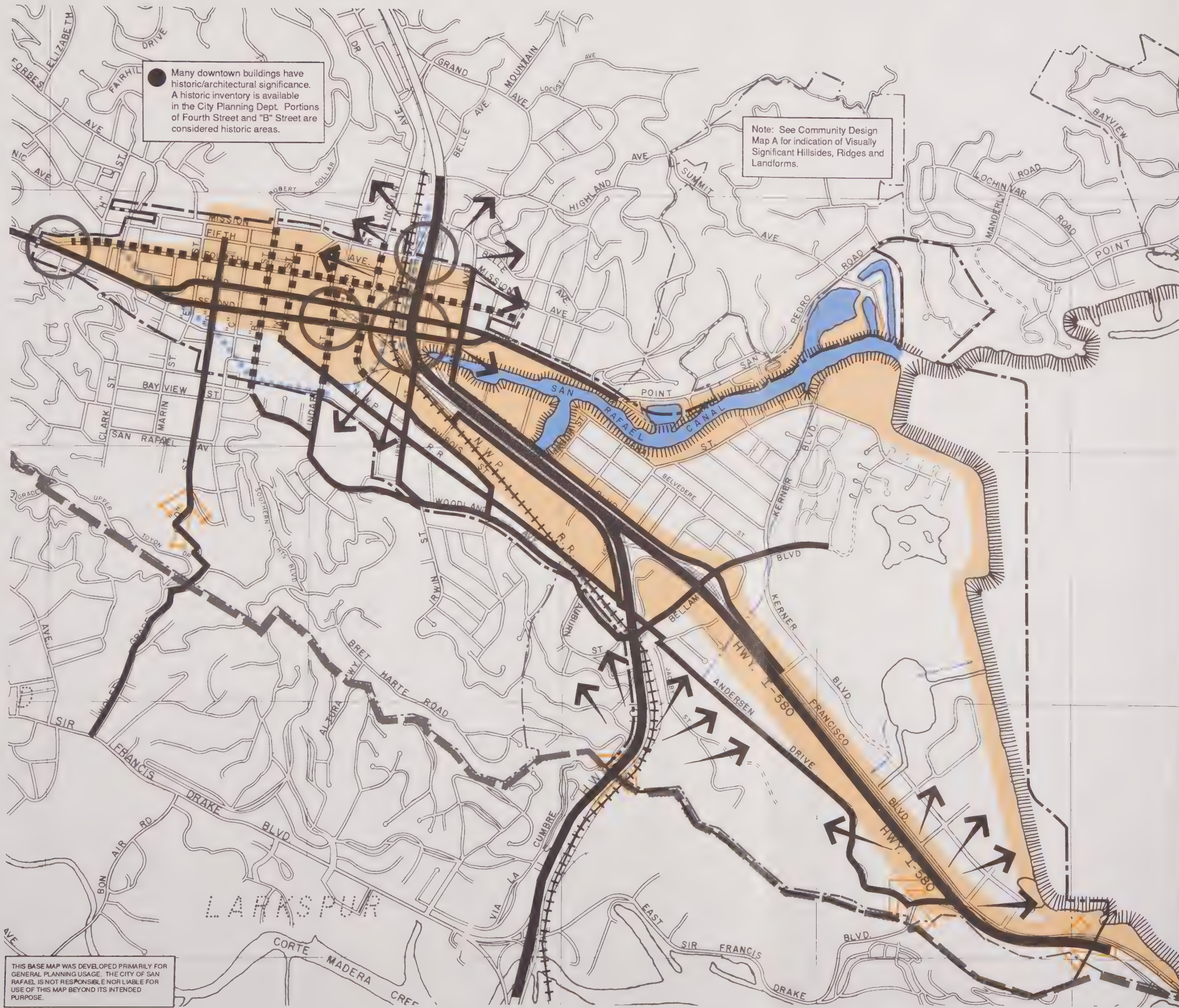
 0 3000 Feet  
 0 900 Meters

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 General Plan  
 2000



Many downtown buildings have historic/architectural significance. A historic inventory is available in the City Planning Dept. Portions of Fourth Street and "B" Street are considered historic areas.

Note: See Community Design Map A for indication of Visually Significant Hillside, Ridges and Landforms.










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# PRIMARY TRANSPORTATION NETWORK

-  Highway - Existing
-  Transitway - Future
-  Major Arterial - Existing
-  Major Arterial - Future
-  Minor Arterial - Existing
-  Minor Arterial - Future
-  Andersen Drive Extension  
May be terminating at  
Lindaro St. or "A" St.



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







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# MAJOR TRANSPORTATION IMPROVEMENTS

-  NWPRR Transit Line
-  Highway 101 Widening - Definitely Needed
-  Highway 101 Widening - Potentially Needed
-  Interchange Improvements
-  Parallel Arterials  
North Redwood Road  
McInnis Parkway  
Lincoln Avenue/Los Ranchitos Road  
Andersen Drive/Lindaro Street
-  Andersen Drive Extension  
may be terminating at  
Lindaro St. or "A" St.



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




GP 7 EIR 22

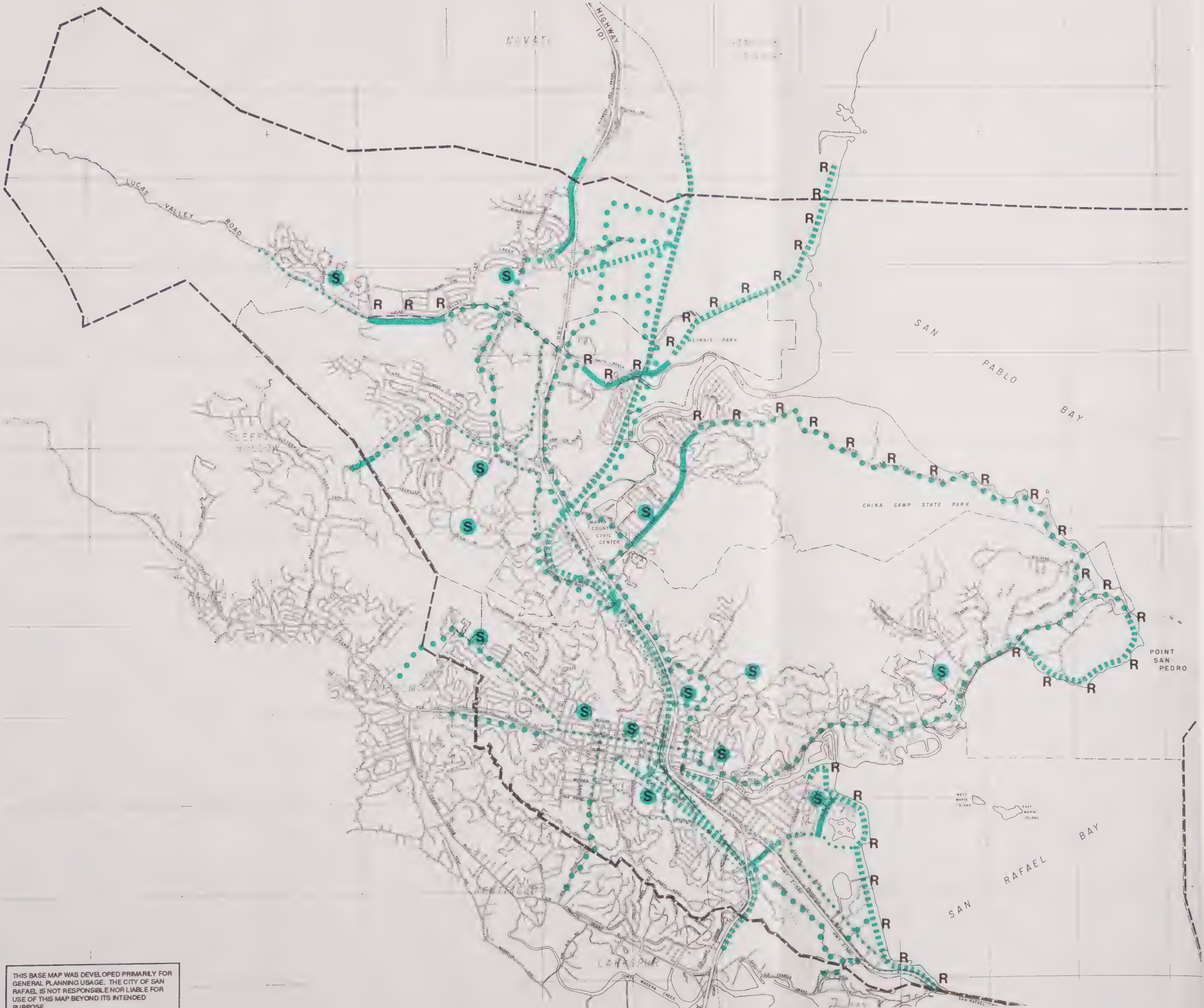
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# BICYCLE ROUTES

-  Existing Routes
-  Proposed Class I Route  
Separated Bicycle Path
-  Proposed Class II or III Route  
On Street Route, High Priority
-  Proposed Class II or III Route  
On Street Route, Medium Priority
-  Proposed Class II or III Route  
On Street Route, Low Priority
-  Recreation Route  
Used primarily for recreation purposes.
-  School Destination



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# RECREATION PLAN

Note: Proposed Public Park locations are generalized. Refer to General Plan text for additional information.



Existing Public Parks



Proposed Public Parks



Secured Open Space



Existing Public Schools Which Provide Recreation Facilities



Closed Public Schools With Recreation Facilities  
(It may be desirable to retain a portion of these facilities)



Public Access to Parks and Open Space  
Existing and Potential



Trails - Existing and Potential  
Access Points include existing fire roads, trails and water tank roads at ends of public streets that serve as access to open space. See County-wide Trails Plan for further detail.



Golf Course  
Existing and Potential

August 20, 1990 Amendment, Ordinance #8218



0 6000 Feet  
0 1800 Meters

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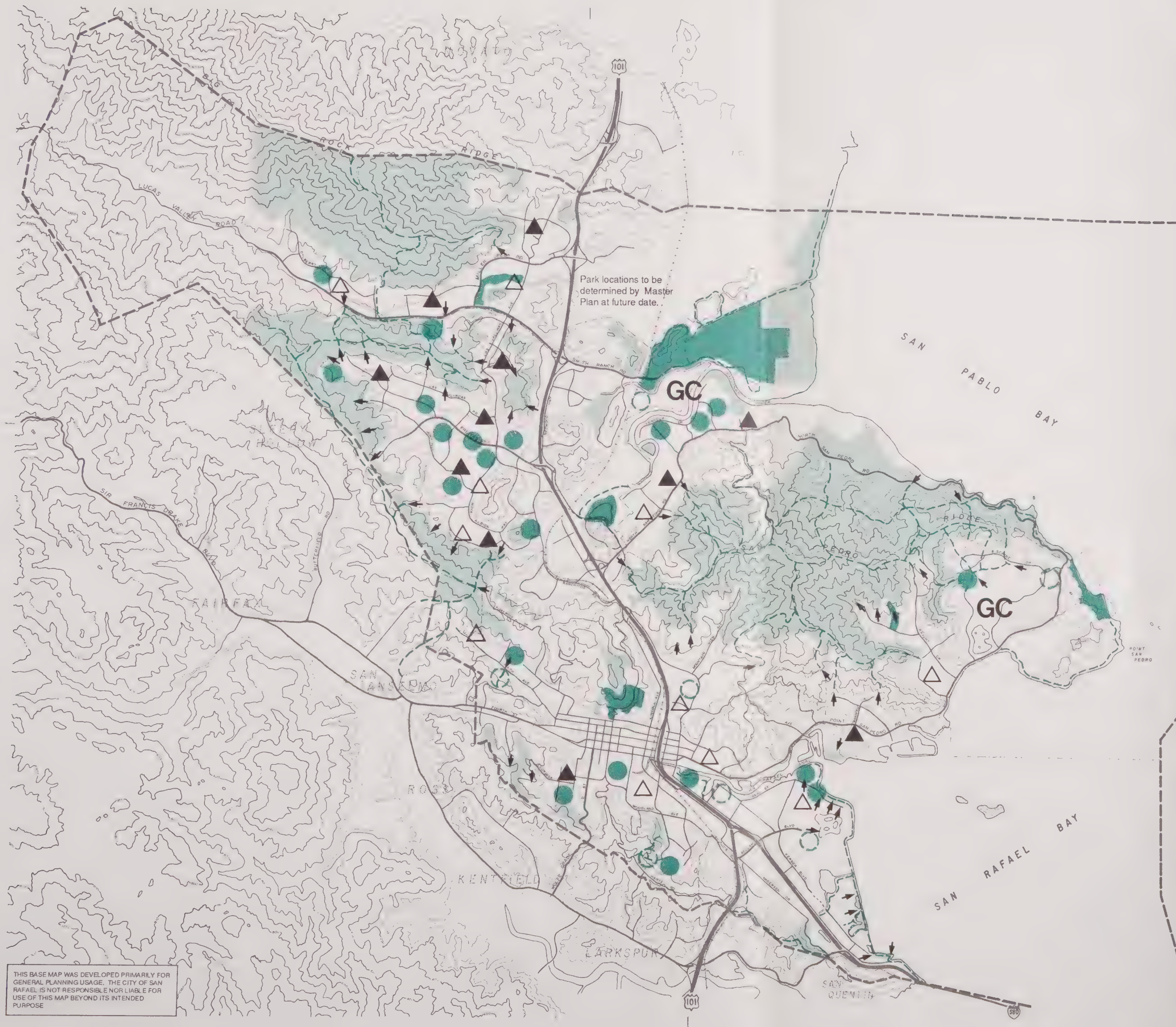




# RECREATION PLAN

Note: Proposed Public Park locations are generalized. Refer to General Plan text for additional information.

-  Existing Public Parks
-  Proposed Public Parks
-  Secured Open Space
-  Existing Public Schools Which Provide Recreation Facilities
-  Closed Public Schools With Recreation Facilities  
(It may be desirable to retain a portion of these facilities)
-  Public Access to Parks and Open Space  
Existing and Potential
-  Trails - Existing and Potential  
Access Points include existing fire roads, trails and water tank roads at ends of public streets that serve as access to open space. See County-wide Trails Plan for further detail.
-  Golf Course  
Existing and Potential



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# OPEN SPACE PLAN

Refer to Appendix D - Open Space of the General Plan Document. Boundaries are schematic only; minor modifications may be proposed during specific site analysis.

- Existing Open Space, Publicly Owned
- Existing Open Space, Privately Owned
- Existing Parks
- Potential Open Space



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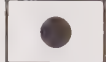
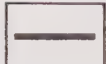

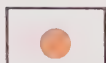
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# UTILITIES

-  PG & E Substations
-  Electric Transmission Lines
-  Natural Gas Pipelines
-  Underground Natural Gas Storage



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






# EXISTING TRANSIT ROUTES

Map information is based on the Golden Gate Transit  
Bus and Ferry System Map (March 2, 1986)

## Golden Gate Transit

-  **Basic Bus Route**  
Daily service between San Francisco, Marin and Sonoma Counties.
-  **Commute Bus Route**  
Express commute period service between Sonoma, Marin and San Francisco Counties.
-  **Local Bus Route**  
Weekday and limited weekend service within Marin County.

## Other Service Providers

-  **SMART**  
Demonstration Shuttle Service in and to East San Rafael Neighborhood.
- Traveler's Transit**  
Daily service to Richmond/East Bay.
- Whistle Stop Wheels**  
Demand responsive transit service for disabled and elderly people.
- Marin Airporter**  
Specialized service to airport.



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General Plan  
2000**







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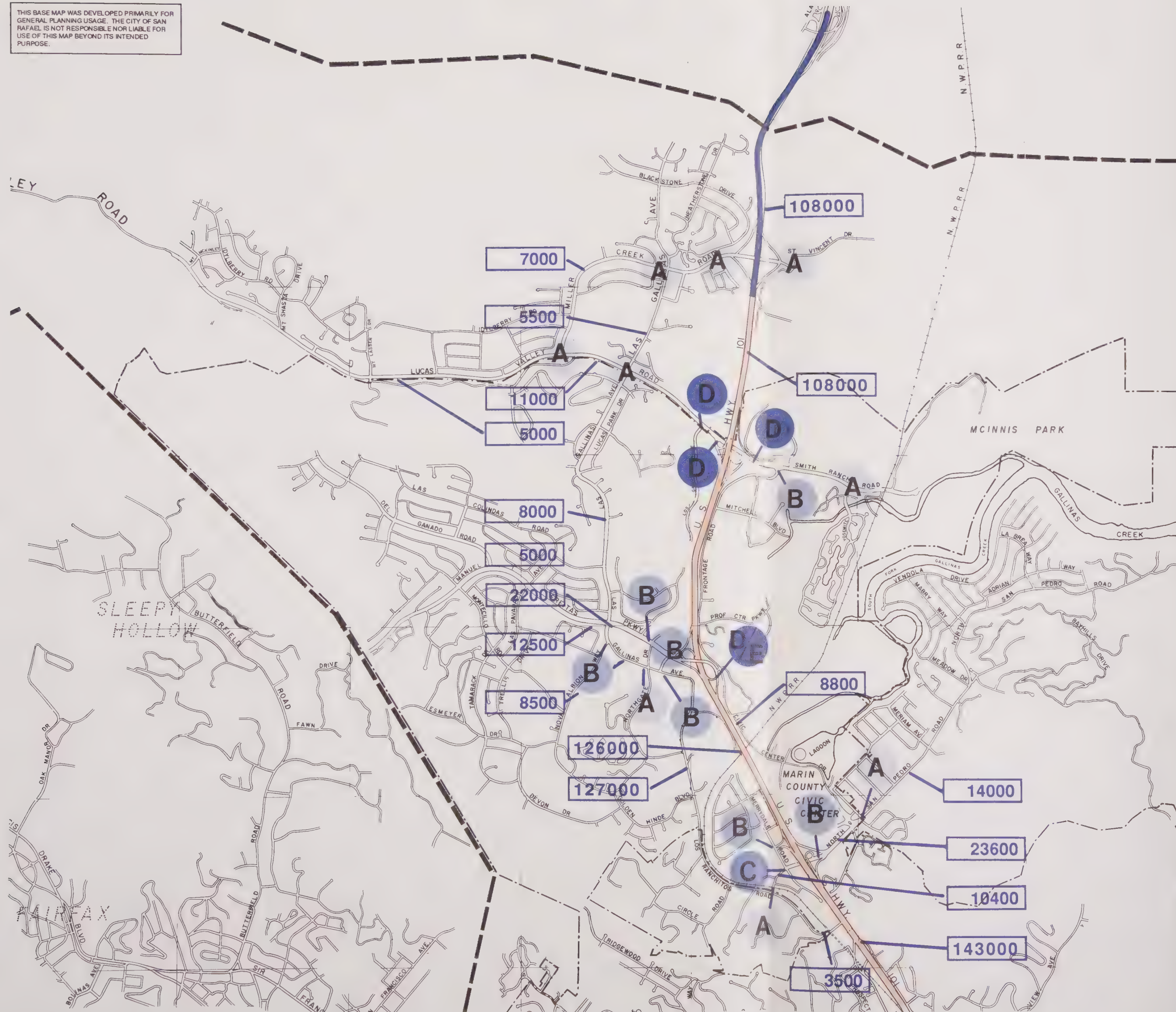
# EXISTING TRAFFIC CONDITIONS (1986)

## NORTH OF PUERTO SUELLO

### PM Peak Period Operation

This time period is typically the most critical period for City Streets. Off peak conditions are substantially better.

- A** **Level of Service "A"**  
Free flow condition; low volumes; high operating speed; uninterrupted flow; no restriction on maneuverability; drivers maintain desired speeds with little or no delays.
- B** **Level of Service "B"**  
Stable flow condition; operating speeds begin to be restricted.
- C** **Level of Service "C"**  
Stable flow; speed and maneuverability restricted by higher traffic volumes; satisfactory operating speed for urban conditions; delays at signals.
- D** **Level of Service "D"**  
Approaching unstable flow; low speeds; major delays at signals; little freedom to maneuver.
- E** **Level of Service "E"**  
Lower operating speeds; volume at or near capacity; unstable flow; major delays and stoppages.
- F** **Level of Service "F"**  
Forced flow conditions; low speeds; volumes below capacity; stoppages for long periods due to downtown congestion.
- 3500** **Average Daily Traffic Volumes**  
Average weekday volumes for 24 hour periods.



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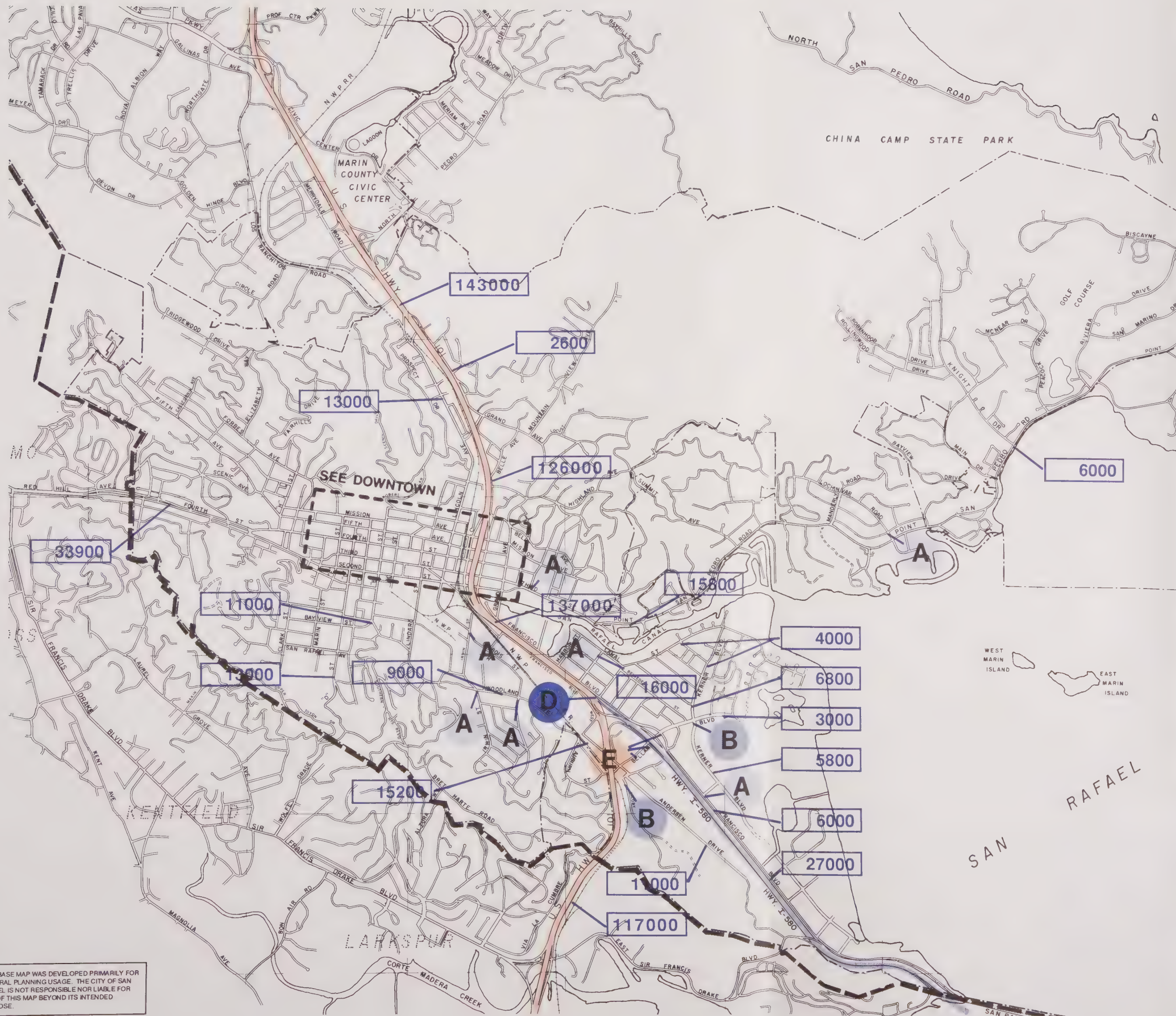
# EXISTING TRAFFIC CONDITIONS (1986)

## SOUTH OF PUERTO SUELLO

### PM Peak Period Operation

This time period is typically the most critical period for City Streets. Off peak conditions are substantially better.

- A** Level of Service "A"  
Free flow condition; low volumes; high operating speed; uninterrupted flow; no restriction on maneuverability; drivers maintain desired speeds with little or no delays.
  - B** Level of Service "B"  
Stable flow condition; operating speeds begin to be restricted.
  - C** Level of Service "C"  
Stable flow; speed and maneuverability restricted by higher traffic volumes; satisfactory operating speed for urban conditions; delays at signals.
  - D** Level of Service "D"  
Approaching unstable flow; low speeds; major delays at signals; little freedom to maneuver.
  - E** Level of Service "E"  
Lower operating speeds; volume at or near capacity; unstable flow; major delays and stoppages.
  - F** Level of Service "F"  
Forced flow conditions; low speeds; volumes below capacity; stoppages for long periods due to downtown congestion.
- 3500** Average Daily Traffic Volumes  
Average weekday volumes for 24 hour periods.



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City of San Rafael  
General Plan  
2000







# EXISTING TRAFFIC CONDITIONS (1986)

## DOWNTOWN

### PM Peak Period Operation

This time period is typically the most critical period for City Streets. Off peak conditions are substantially better.

- A** **Level of Service "A"**  
Free flow condition; low volumes; high operating speed; uninterrupted flow; no restriction on maneuverability; drivers maintain desired speeds with little or no delays.
  - B** **Level of Service "B"**  
Stable flow condition; operating speeds begin to be restricted.
  - C** **Level of Service "C"**  
Stable flow; speed and maneuverability restricted by higher traffic volumes; satisfactory operating speed for urban conditions; delays at signals.
  - D** **Level of Service "D"**  
Approaching unstable flow; low speeds; major delays at signals; little freedom to maneuver.
  - E** **Level of Service "E"**  
Lower operating speeds; volume at or near capacity; unstable flow; major delays and stoppages.
  - F** **Level of Service "F"**  
Forced flow conditions; low speeds; volumes below capacity; stoppages for long periods due to downtown congestion.
- Average Daily Traffic Volumes**  
Average weekday volumes for 24 hour periods.

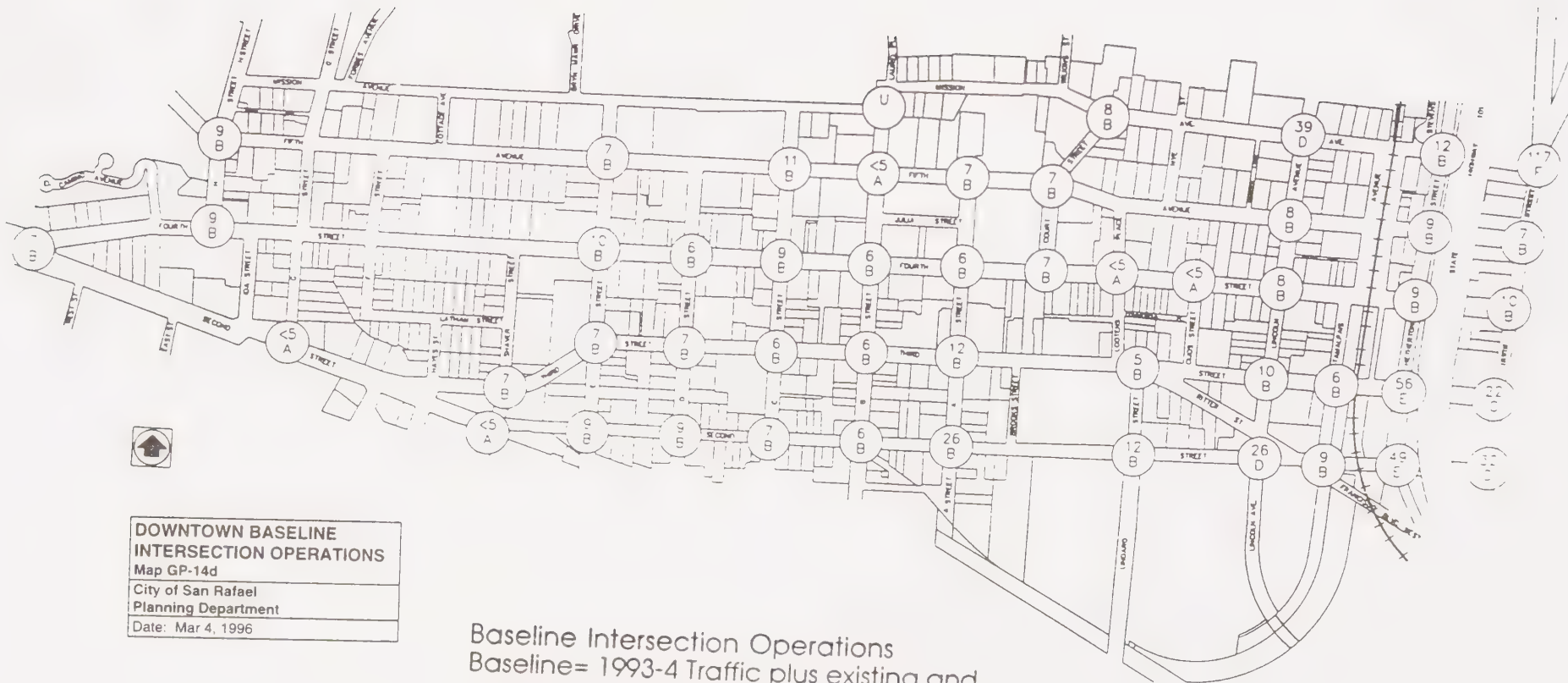


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**DOWNTOWN BASELINE  
INTERSECTION OPERATIONS**  
Map GP-14d  
City of San Rafael  
Planning Department  
Date: Mar 4, 1996

Baseline Intersection Operations  
Baseline= 1993-4 Traffic plus existing and  
approved projects unoccupied or not  
yet constructed when counts were taken

- 11  
B Average delay (seconds per vehicle)  
Level of Service
- U Unsignalized and all approaches  
operating at LOS D or better



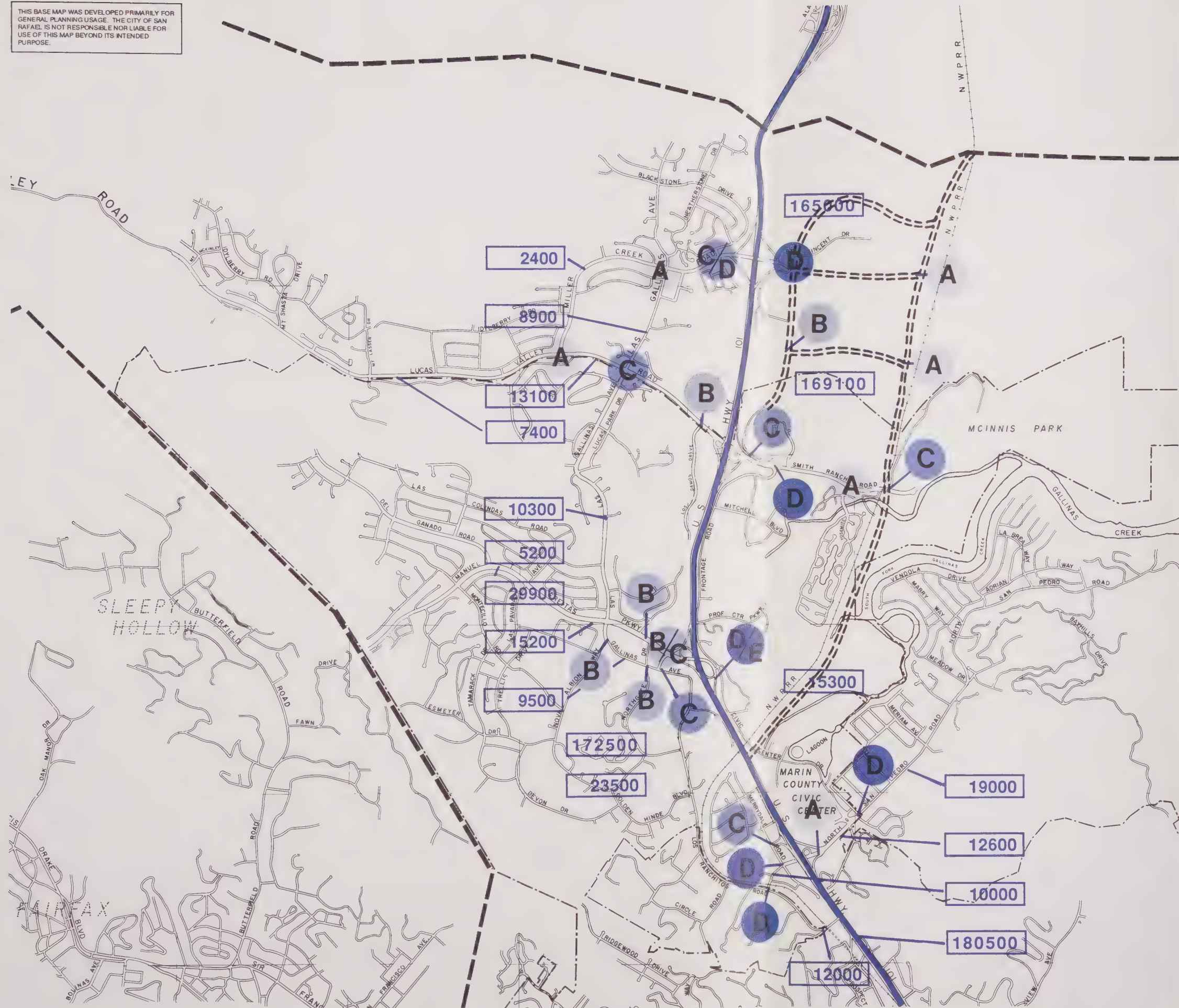
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# PROJECTED TRAFFIC CONDITIONS NORTH OF PUERTO SUELLO

## PM Peak Period Operation

This time period is typically the most critical period for City Streets. Off peak conditions are substantially better. Data based on projected year 2000-2005.

- A** Level of Service "A"  
Free flow condition; low volumes; high operating speed; uninterrupted flow; no restriction on maneuverability; drivers maintain desired speeds with little or no delays.
- B** Level of Service "B"  
Stable flow condition; operating speeds begin to be restricted.
- C** Level of Service "C"  
Stable flow; speed and maneuverability restricted by higher traffic volumes; satisfactory operating speed for urban conditions; delays at signals.
- D** Level of Service "D"  
Approaching unstable flow; low speeds; major delays at signals; little freedom to maneuver.
- E** Level of Service "E"  
Lower operating speeds; volume at or near capacity; unstable flow; major delays and stoppages.
- F** Level of Service "F"  
Forced flow conditions; low speeds; volumes below capacity; stoppages for long periods due to downtown congestion.
- 3500** Average Daily Traffic Volumes  
Average weekday volumes for 24 hour periods.



City of San Rafael  
General Plan  
2000





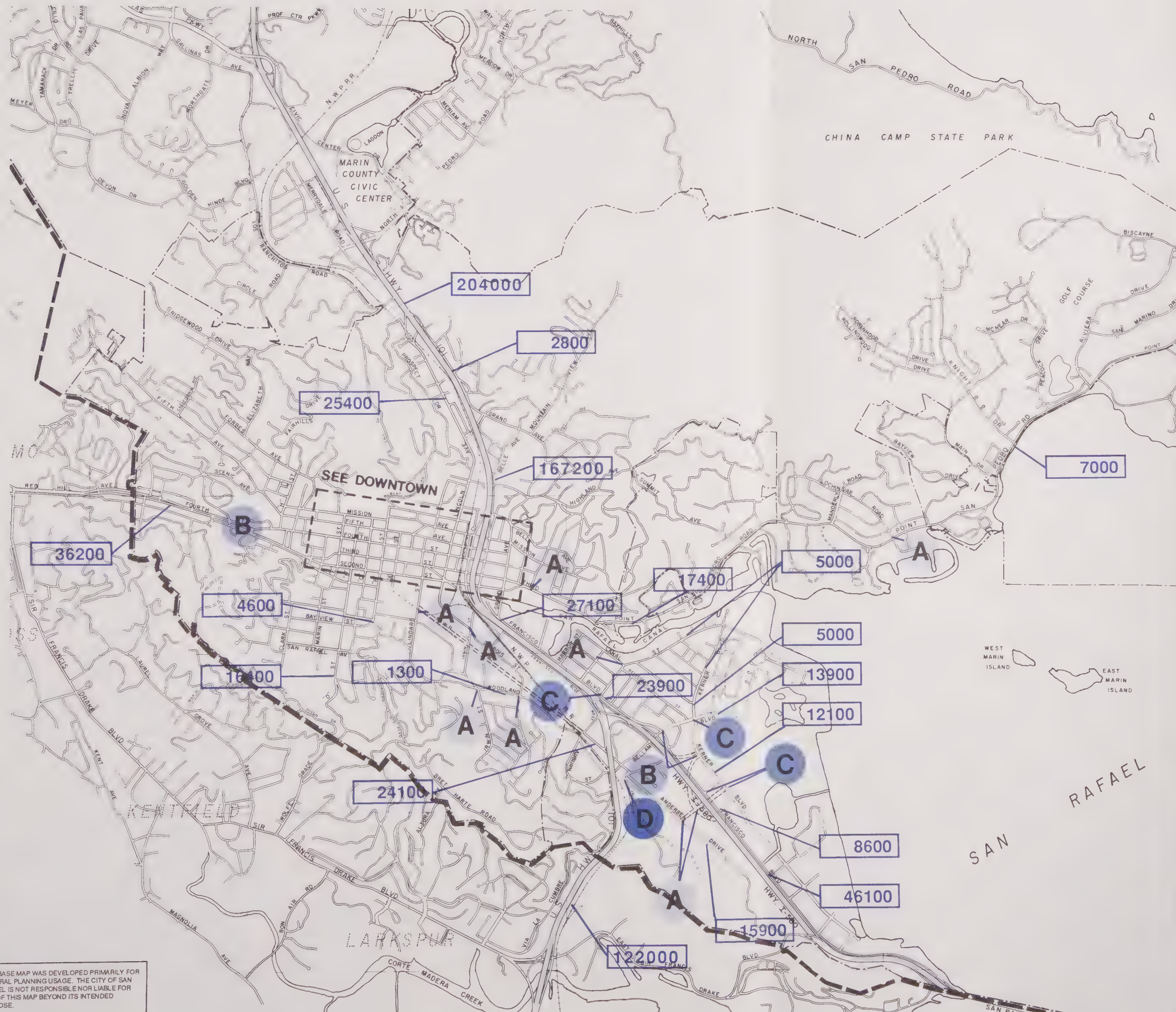


# PROJECTED TRAFFIC CONDITIONS SOUTH OF PUERTO SUELLO

## PM Peak Period Operation

This time period is typically the most critical period for City Streets. Off peak conditions are substantially better. Data based on projected year 2000-2005.

- A** **Level of Service "A"**  
Free flow condition; low volumes; high operating speed; uninterrupted flow; no restriction on maneuverability; drivers maintain desired speeds with little or no delays.
- B** **Level of Service "B"**  
Stable flow condition; operating speeds begin to be restricted.
- C** **Level of Service "C"**  
Stable flow; speed and maneuverability restricted by higher traffic volumes; satisfactory operating speed for urban conditions; delays at signals.
- D** **Level of Service "D"**  
Approaching unstable flow; low speeds; major delays at signals; little freedom to maneuver.
- E** **Level of Service "E"**  
Lower operating speeds; volume at or near capacity; unstable flow; major delays and stoppages.
- F** **Level of Service "F"**  
Forced flow conditions; low speeds; volumes below capacity; stoppages for long periods due to downtown congestion.
- 3500** **Average Daily Traffic Volumes**  
Average weekday volumes for 24 hour periods.



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# PROJECTED TRAFFIC CONDITIONS DOWNTOWN

## PM Peak Period Operation

This time period is typically the most critical period for City Streets. Off peak conditions are substantially better. Data based on projected year 2000-2005.

- Level of Service "A"**  
Free flow condition; low volumes; high operating speed; uninterrupted flow; no restriction on maneuverability; drivers maintain desired speeds with little or no delays.
- Level of Service "B"**  
Stable flow condition; operating speeds begin to be restricted.
- Level of Service "C"**  
Stable flow; speed and maneuverability restricted by higher traffic volumes; satisfactory operating speed for urban conditions; delays at signals.
- Level of Service "D"**  
Approaching unstable flow; low speeds; major delays at signals; little freedom to maneuver.
- Level of Service "E"**  
Lower operating speeds; volume at or near capacity; unstable flow; major delays and stoppages.
- Level of Service "F"**  
Forced flow conditions; low speeds; volumes below capacity; stoppages for long periods due to downtown congestion.
- Average Daily Traffic Volumes**  
Average weekday volumes for 24 hour periods.



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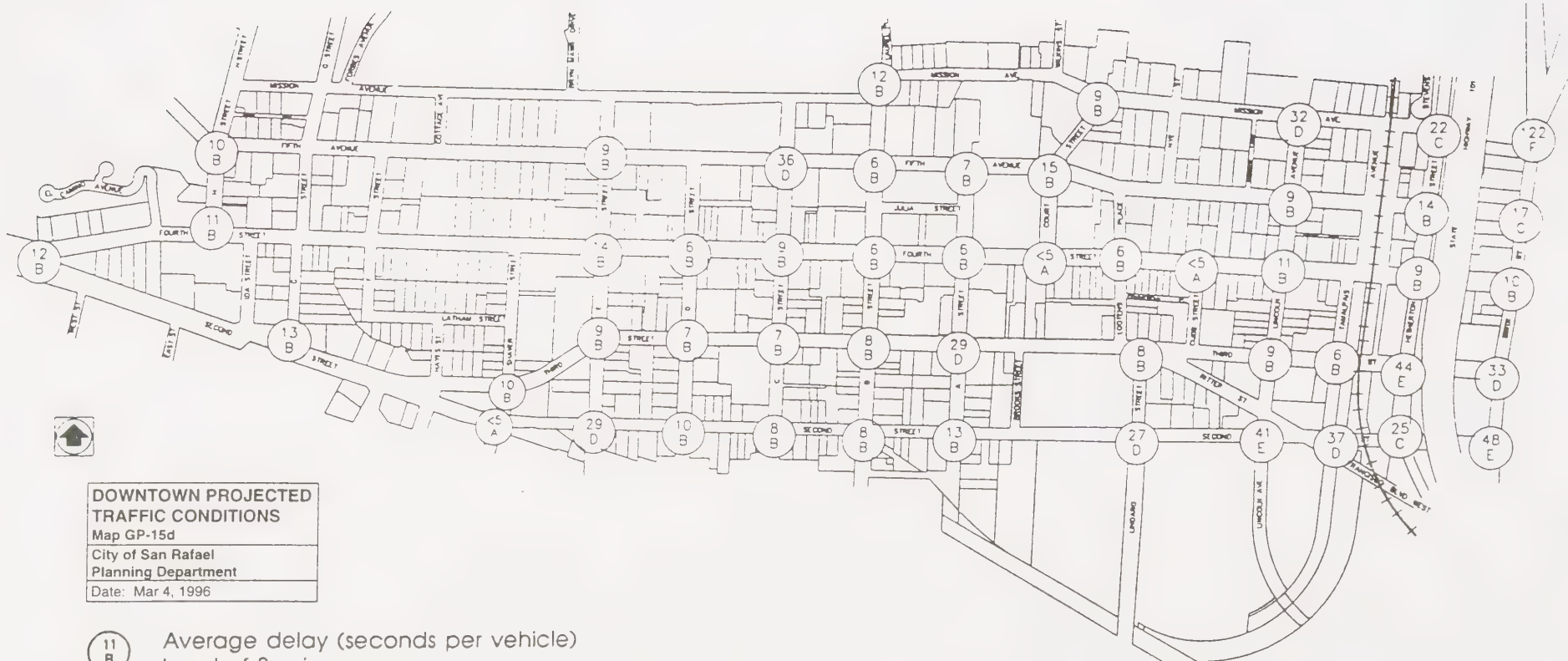


City of San Rafael  
General Plan  
2000









**DOWNTOWN PROJECTED  
TRAFFIC CONDITIONS**  
Map GP-15d  
City of San Rafael  
Planning Department  
Date: Mar 4, 1996

11 B Average delay (seconds per vehicle)  
Level of Service





# MAJOR BIOTIC COMMUNITIES

*Note: The locations shown on this map are generalized and are intended to show the approximate area in which the biotic community is located or maybe found.*

-  **Bay and Water Areas**
-  **Wetlands**  
See Wetlands Map (16B) for most complete wetlands mapping.
-  **Grasslands**  
Including agricultural grazing and seasonal wetlands.
-  **Oak Savanna/Woodlands**
-  **Urbanized Areas**
-  **Major Riparian Areas**  
Along creeks and drainageways



**City of San Rafael  
General Plan  
2000**



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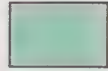
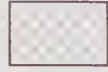
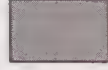






# WETLANDS AND BAYLANDS

Wetlands are dynamic areas. The extent and location of site wetlands on this map are approximate. While major wetlands and potential wetlands are mapped, other wetlands as defined in the General Plan may be unmapped and would be identified through project review. Refer to Map GP-16C for additional information concerning creeks, drainageways and watersheds.

-  **Wetlands**  
(Based on USFWS Map)
-  **Potential Wetlands**  
(Based on Field Surveys)
-  **Major Undeveloped Diked Baylands**



**City of San Rafael  
General Plan  
2000**






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*Note: The Army Corps of Engineers regulates all tributaries to the Bay to the point at which they have a defined bed and bank. Some of these small tributaries may be unmapped but identified through project review. This map is based on the U.S. Fish and Wildlife Wetlands Map and the U.S.G.S. 7.5 Minute Topographic Quadrangles for the San Rafael Area.*

	Major Creeks Pond or Lagoon
	Gallinas Basin San Rafael Basin
	Drainageways



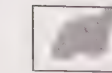
GP-16c EIR-11





# THREATENED AND ENDANGERED SPECIES

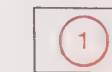
Note: The locations shown on this map are generalized and are intended to show the approximate areas where the species is located or maybe found.



Salt Marsh Habitat



Non-Specific Location  
Occurance within 1 mile radius of circle



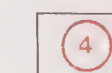
1. **Mt. Tamalpais Jewel Flower**,  
*Streptanthus glandulosus* var. *Pulchellus*  
(State Species of Special Concern)



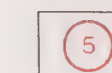
2. **Salt Marsh Harvest Mouse**,  
*Reithrodontomys raviventris halicoetes*  
(State and Federal Endangered)



3. **American Peregrin Falcon**,  
*Falco peregrinus anatum*  
(State and Federal Endangered)



4. **California Black Rail**,  
*Laterallus jamaicensis coturniculus*  
(State Threatened)



5. **Point Reyes Bird's Beak**,  
*Cordylanthus maritimus*  
(Federal candidate)



6. **California Clapper Rail**,  
*Rallus longirostris obsoletus*  
(State and Federal Endangered)



7. **Salt Marsh Harvest Mouse**,  
*Reithrodontomys raviventris raviventris*  
(State and Federal Endangered)



8. **California Brown Pelican**,  
*Pelecanus occidentalis californicus*  
(State and Federal Endangered)



9. **White Rayed Pentachaeta**,  
*Pentachaeta bellidiflora*  
(Federal candidate)



0 6000 Feet  
0 1800 Meters

City of San Rafael  
General Plan  
2000



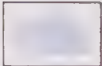

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# HISTORIC MARSHLAND AND SHORELINE

Note: This map was derived from Nichols & Wright, "Preliminary Map of Historic Margins of Marshland, San Francisco Bay, California, 1971."

-  Marshlands existing in mid 1880's.
-  Historic Shoreline



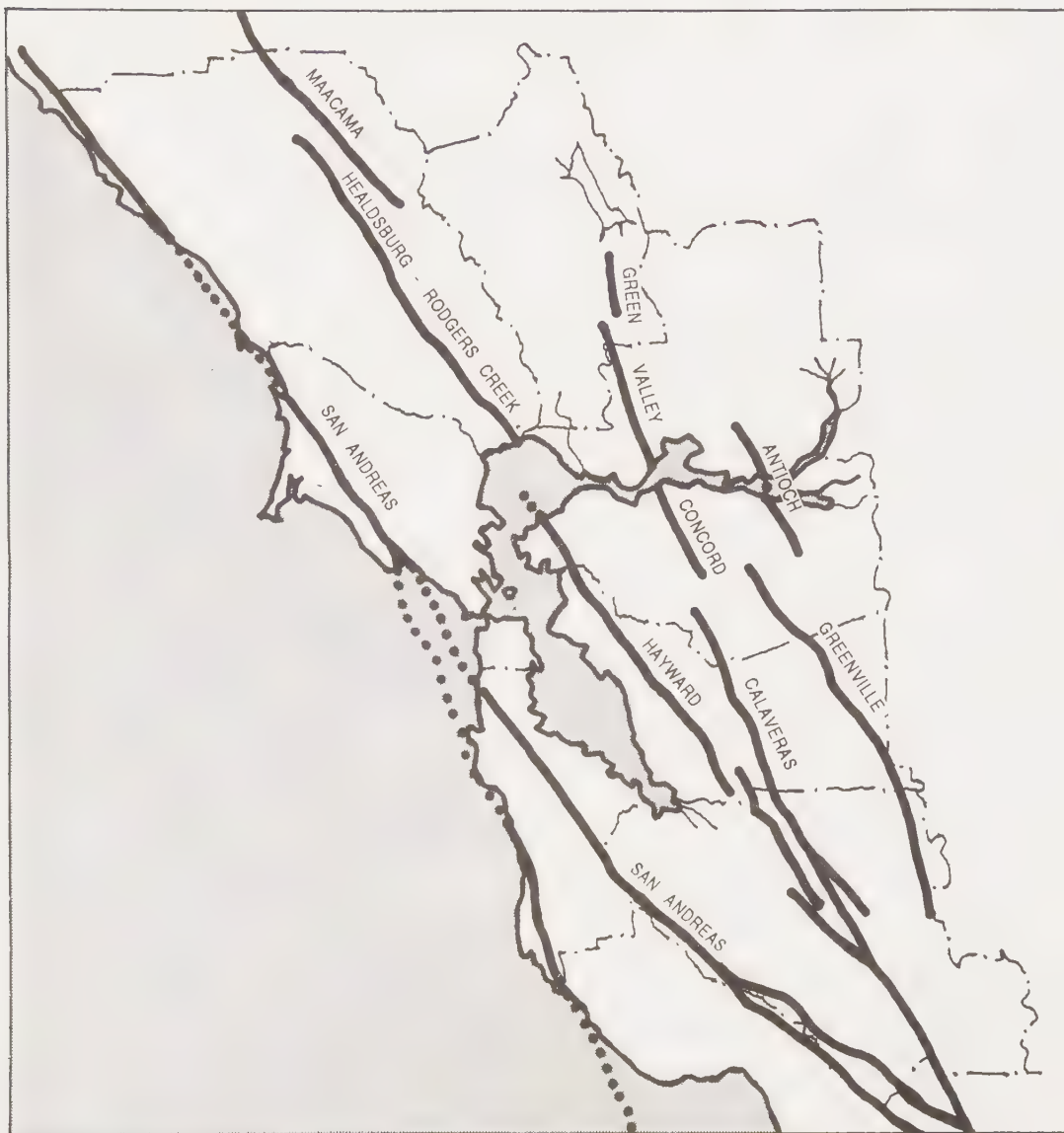
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City of San Rafael  
General Plan  
2000







# REGIONAL FAULTS

*Note: Derived from the Bay Area Regional Earthquake Preparedness Project, 1986.*



**Major Active Faults in the San Francisco Bay Region**



**City of San Rafael  
General Plan  
2000**



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# RELATIVE GEO-SEISMIC HAZARDS

Note: This map is generalized and provides an overview of the Relative Geo-Seismic Hazard characteristics of the Planning Area. Source maps are available in the Planning Department and should be consulted for more detailed information. Site specific investigation may result in a determination that a given site is in a different hazard category than indicated. Geologic hazard mitigation measures may be necessary in conjunction with site development.



\* Source: Zones 1, 2, 3 and 4 of increasing seismic risk are derived from the California Divisions of Mines and Geology maps, "Geology of . . . The San Rafael Area, Marin County, California" and "Interpretation of the Relative Stability of Upland Slopes. . . in the San Rafael Area, Marin County, California" prepared in 1976.



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**General Plan**  
**2000**





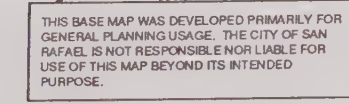






*Note: This map is generalized and provides an overview of the Relative Slope Stability characteristics of the Planning Area. Source maps are available in the Planning Department and should be consulted for more detailed information. Site specific investigation may result in a determination that a given site is in a different hazard category than indicated. Geologic hazard mitigation measures may be necessary in conjunction with site development.*

-  **More Stable**  
(Includes Zones 1 and 2)\*
-  **Less Stable**  
(Includes Zones 3 and 4)\*



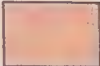


**City of San Rafael  
General Plan  
2000**







# ARTIFICIAL FILL AREAS AND HISTORICALLY NON-RESIDENTIAL PROPERTY

-  Historically Non-Residential Property
-  Artificial Fill Areas
-  Existing and Former Dump Sites and Sewage Plants



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# FLOOD HAZARD AREAS

Notes: Only areas landward of the San Pablo and San Rafael Bays are shown.

This map is based upon the Flood Insurance Rate Maps prepared for the National Flood Insurance Program by the Federal Emergency Management Agency as of 1986.

Other areas of localized flooding not identified by the Federal Emergency Management Agency may also occur within the Planning Area.

-  Areas of the 100 Year Flood
-  Areas Between Limits of the 100 Year Flood and the 500 Year Flood



City of San Rafael  
General Plan  
2000



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# TRANSPORTATION ROUTES WITH NOISE CONTOUR DATA

Note: Please consult the General Plan and Noise Contours Charts for additional information.



Transportation Route with Noise Contour Data.



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0 6000 Feet  
0 1800 Meters

City of San Rafael  
General Plan  
2000

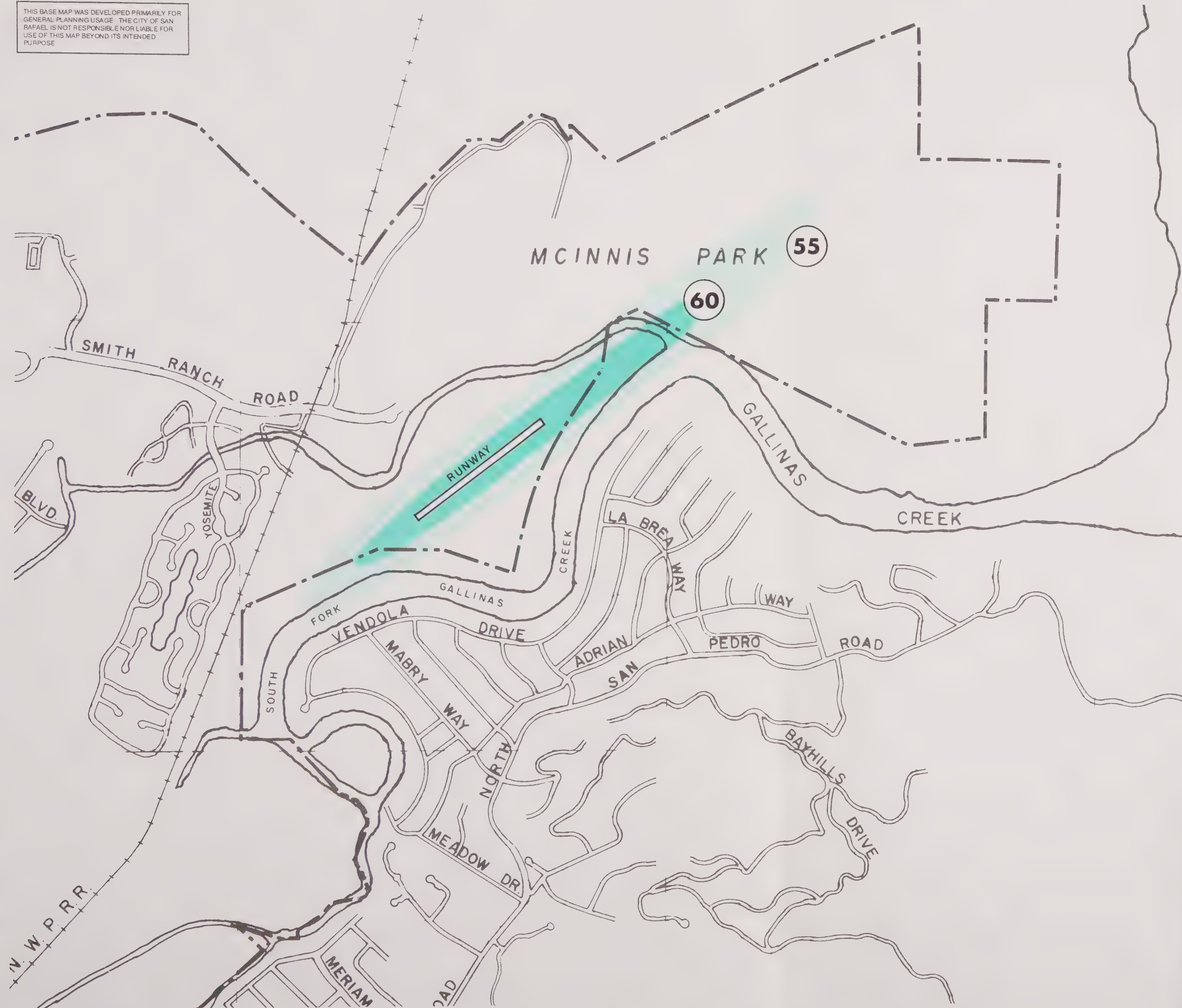




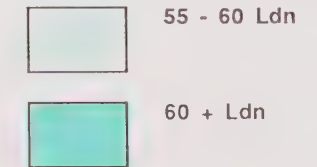


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# EXISTING MARIN RANCH AIRPORT NOISE CONTOURS



Average Noise Level Contours (Ldn)



City of San Rafael  
General Plan  
2000





# LAND USE PLAN

Note: The size and scale of this map does not permit individual parcels of approximately 2 acres or less to be shown; therefore, refer to display maps at City Hall for more detailed information; refer to General Plan text for more specific description of land use densities and intensities; refer to the policies section and timing constraints chart for information on development timing and other development concerns; refer to the Wetlands and Baylands map, GP-16b, for information on site wetlands

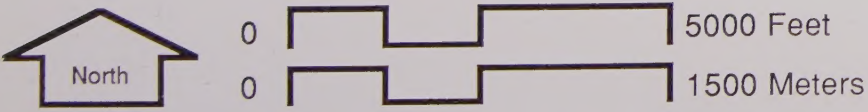
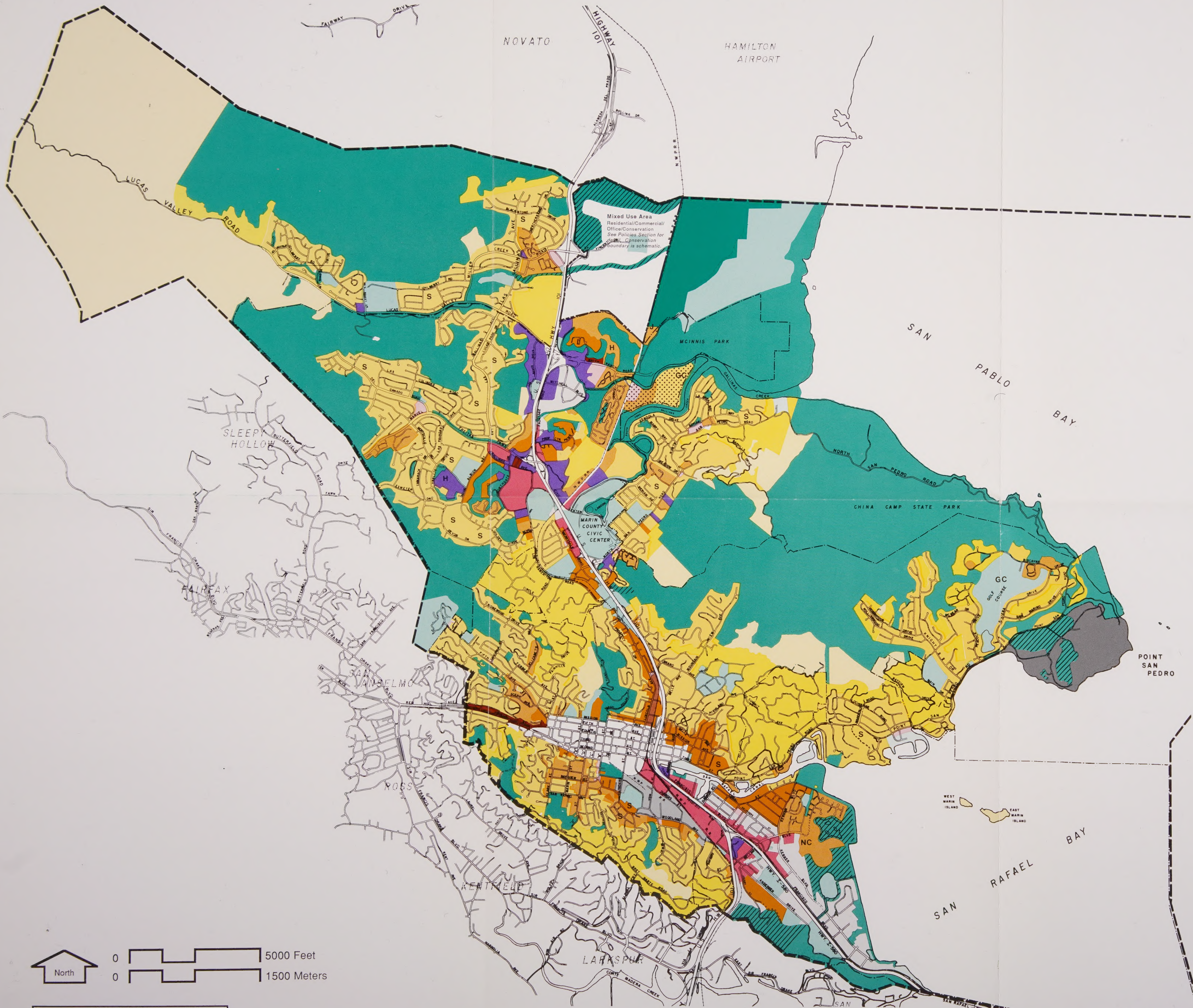
- Residential Uses**
- Hillside Resource Residential  
0.1 - 0.5 units per acre
  - Hillside Residential  
0.5 - 2.0 units per acre
  - Low Density Residential  
2.0 - 6.5 units per acre
  - Medium Density Residential  
6.5 - 15.0 units per acre
  - High Density Residential  
15.0 - 32.0 units per acre

- Commercial Uses**
- General Commercial
  - Neighborhood Commercial
  - Office

- Mixed Uses**
- Retail/Office
  - Residential/Office

- Industrial**
- Light Industrial/Office
  - Industrial
  - Mineral Resources

- Other Uses**
- Park/Open Space/Conservation ( / / / / )
  - Agriculture/Recreation/Land Reserve
  - Marine-Related
  - Public/Quasi-Public
  - Special Site Conditions  
Site encumbered by Declaration of Restrictions; see Policy NG-7 for potential land uses in the event the declaration is modified. Land uses are schematic.
  - Other Notes**  
See Policies Section  
A - Auto Center    H - Hospital  
GC - Golf Course    J - Jail Site  
S - Closed or High School    NC - Neighborhood Commercial



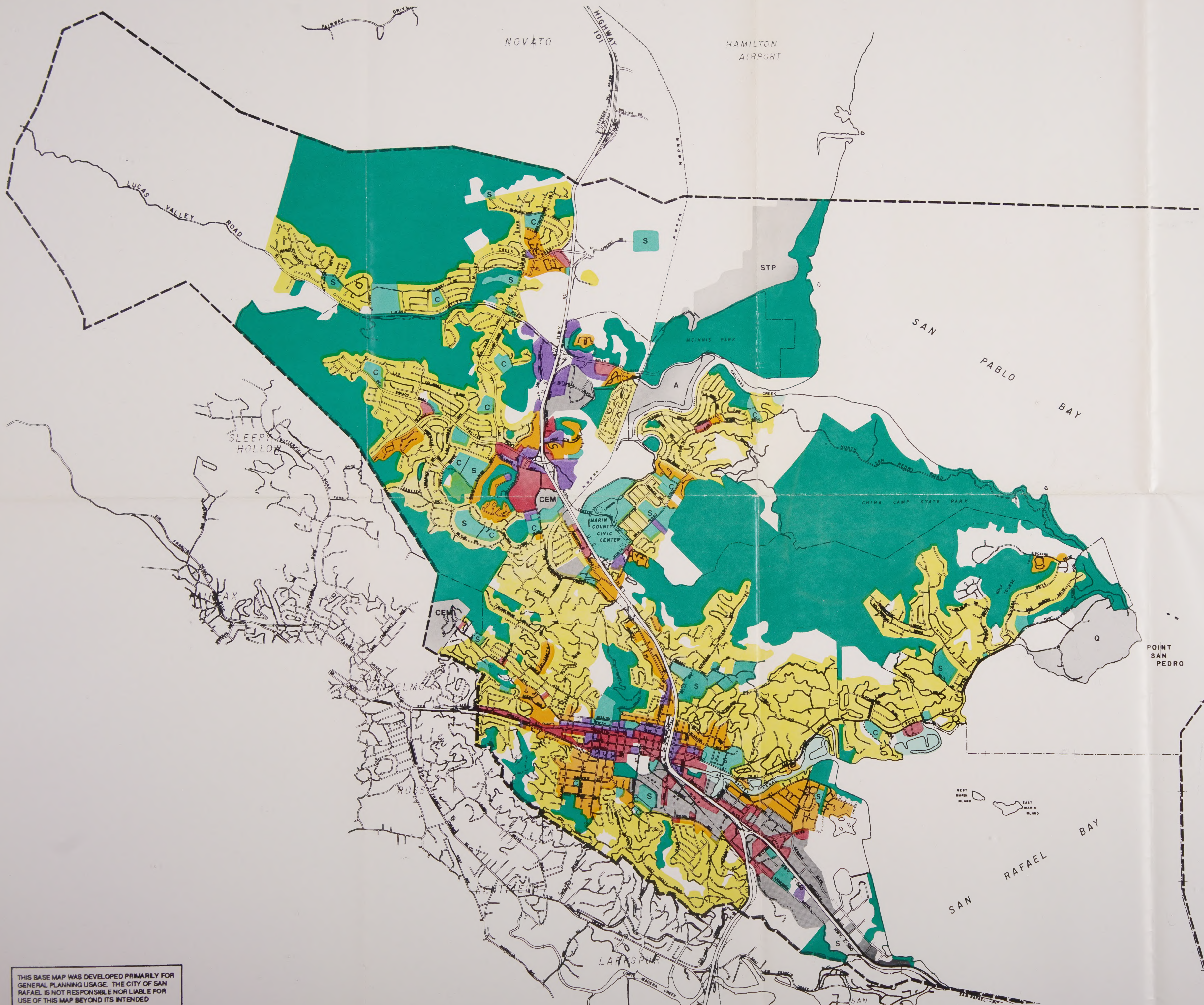
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# EXISTING LAND USE

Note: The size and scale of this map does not permit individual parcels of approximately 2 acres or less to be shown; therefore, the land use categories represent the predominant land use for a given area.

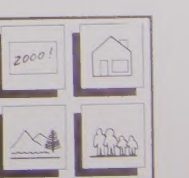
- Residential - Low Density  
6 or less units per acre
- Residential - Medium Density  
6 to 15 units per acre
- Residential - High Density  
15 or more units per acre
- Office
- Retail/Service & Shopping Centers
- Industrial/Warehouse & Industrial/Office Mix
- Schools
- Closed Public Schools
- Public and Quasi - Public
- Marinas, Yacht Harbors and Marine Uses
- Other
- STP Sanitation Treatment Plants
- CEM Cemeteries
- A Airport
- Q Quarry
- Parks, Golf Courses and Open Space
- Vacant



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North 0 5000 Feet  
0 1500 Meters

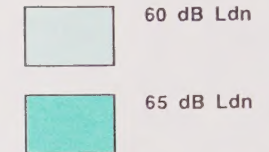
City of San Rafael  
General Plan  
2000





# MAXIMUM NOISE CONTOURS FOR PROPOSED HELIPORT

Maximum Noise Level Contours (dB Ldn)



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General Plan  
2000



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